DOCUMENT RESUME

ED 067 072 JC 720 203

AUTHOR	Thiemann, Francis C., Ed.
TITLE	Environments and Paradigms: Factors Affecting the Establishment of a Canadian Association of Community Colleges and Patterns of Resolution.
INSTITUTION	Alberta Univ., Edmonton. Dept. of Educational Administration.; Canadian Commission for the Community Coll., Toronto (Ontario).
PUB DATE	71
NOTE	189p.
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	*Foreign Countries; *Junior Colleges; *National Organizations; *Organizations (Groups); *Professional Associations; Surveys
IDENTIFIERS	*Canada

ABSTRACT

This study explores the factors affecting the establishment of a national association of junior colleges in Canada, and also presents organizational models for such an association. Topics dealt with are the beginnings of the Canadian community college movement, the present state of its development in the provinces, and the establishment of the machinery for the Canadian Commission for the Community College. A national survey of administrators, faculty, and students was undertaken to determine: (1) the needs of a national association; (2) who should be served; (3) the goals and objectives; (4) the services to be provided; and (5) future problems. The three highest ranking objectives were: (1) to act as a national clearinghouse for information; (2) to develop national standards; and (3) to provide an avenue for federal interprovincial, institutional and community communication. On the basis of what the sample population identified as the nature and purpose of the association, three models for organization were developed and evaluated. It is hoped that the new association will represent all groups: students, faculty, administrators, trustees, and communities. (RN)

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ENVIRONMENTS AND PARADIGMS

Factors Affecting the Establishment of a Canadian Association of Community Colleges and Patterns of Resolution.

Edited by Francis C. Thiemann

Published jointly by
The Canadian Commission for the Community College,
Toronto, Ontario
and
The Department of Educational Administration,
College Leadership Training Program,
University of Alberta,
Edmonton, Alberta
1971

JC 720 203

UNIVERSITY OF CALIF.
LOS ANGELES

OCT 18 1972

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

Concerning the institution of things we should discuss what their natures demand, rather than what God could have done—*Aquinas*

Printed by the University Printing Services, Printing Division,
the University of Alberta, Edmonton, Alberta, 1972

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P. Jones, Board of CCCC

FOREWORD

In the spring of 1968 the Canadian Association for Adult Education received a grant from the Kellogg Foundation to study the need for a voluntary service organization for non-degree granting post-secondary institutions in Canada, and initially to support the establishment of such an organization. C.A.A.E. subsequently created an authority named the Canadian Commission for the Community College and appointed a Board with Canada-wide representation. This Board sponsored a number of activities during the first two years of its operation. These included the publication of a series of editions of *College Canada*, a tabloid about and for colleges; conferences on staff development, finance, and other issues of interest to colleges; hearings on colleges in most of the provinces; and other related activities of a service nature. Following the receipt of many positive reactions from Colleges to these service activities, the Board of the Canadian Commission in January 1970 decided to sponsor an Assembly of College representatives from across Canada, and other interested persons, to meet Nov. 10-12, 1970, and to decide on the structure of a continuing voluntary association.

This monograph was commissioned by the Assembly Planning Committee of the Board of the Canadian Commission for the Community College as a report of part of the Committee's work. Its primary purpose is to present models of organizations which could provide for the achievement of recommended goals and objectives and which could be sufficiently flexible to adapt readily to changing perspectives. As well, other parts of the monograph present a historical perspective and other basic information about colleges and about college systems across Canada.

The Planning Committee is especially indebted to Dr. F. C. Thiemann, Associate Professor/Coordinator of the Kellogg sponsored College Leadership Program, and to his associates and assistants in the Department of Educational Administration, University of Alberta, who assumed responsibility for the preparation of the monograph. Dr. Thiemann assumed complete responsibility for the conduct of the surveys, their analyses and their descriptions. Also he commissioned and coordinated the work of the other contributors. A further contribution of the Department, resulting from the interest of Dr. G. L. Mowat, Chairman, was a grant of one-third of the Committee's budgeted revenues. This grant was sincerely appreciated both by the Commission and by the Committee.

The members of the Planning Committee were especially pleased to have been associated with this project. In addition to the benefits accruing from our association with colleagues from across the country, with similar interests, we have found our work on this monograph especially interesting and stimulating. We hope that the contents may achieve the purposes intended.

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EDITOR'S NOTES

The motives and pressures that stimulate writers to become involved in preparing monographs and books are so complex that authors seldom make explicit the reasons for involvement. Such an expose would require a volume in itself. Although no attempt is made here to untangle the numerous interrelated motives, it is essential for the reader to recognize that it is not the intention of the work to present the bias of any one individual or organization. Furthermore, it is not pretended that those who have worked so hard are committed to the concept of the community college movement merely to establish an organization in which all concerned join together to find solace in their frustrations, solutions in their different perspectives, and strength in their unity. The primary intention of this effort, then, was to involve as many people as practically possible in providing an overview of our common historical past and of our present problems and concerns to describe the state of our present development. The picture, however, is not complete since not all of those who were requested to supply descriptions of provincial systems cooperated. Several who did merely indicated there was no system in their province nor were there any bills or acts regarding post-secondary junior or community colleges. Of these, a few said some consideration could be expected in the near future. Furthermore, some who responded negatively to the questionnaire and who were asked to further identify their concerns either did not acknowledge receipt of the letters or flatly refused to take any position. In spite of all of this, the volume contains many excellent contributions both for and against establishing a national association.

Those individuals who submitted articles and critiques are acknowledged in the work and our deepest appreciation is small thanks for their generous effort. Special thanks must go to the Planning Committee members who served as contacts in the various regions and who contributed a large measure of their own resources to achieving the level of success this effort enjoys. In this group of exceptional men our deepest thanks must go to the Chairman, Henry Kolesar, who had the tedious task of keeping everything moving, subduing our overexuberance and bolstering the many depressions—no easy task. Our indebtedness is also expressed to the Board and Commission of the Canadian Commission for the Community College and the Canadian Adult Education Association who encouraged and supported our efforts. We also acknowledge the loyalty and effort of Dr. G. L. Mowat, Department Head of Educational Administration of the University of Alberta and his Administrative Assistant, Mr. Keith Van Soest, who were most helpful throughout the course of this work. Lastly, but by no means the least, our appreciation and thanks are due to the graduate students in my classes at the University of Alberta who served as a sounding board and research assistants throughout the project. The contribution of Mr. William Bock deserves special mention.

Francis C. Thiemann
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PART I:

Environments

Historical Perspective

Introduction

A number of environmental factors are at work affecting the establishment of a national association of community colleges in Canada. Some of these factors have historical roots in the two major cultural groups of founders, the French and the English. Other factors stem from the vastness of the country, the number of its people, the diversity of their cultural backgrounds, and the recentness of their economic development. Mr. Gordon Campbell concentrates his attention on the genesis and growth of colleges in four provinces—British Columbia, Alberta, Ontario, and Quebec. In each case he begins with a brief overview of present conditions and then shows how the present is an outgrowth of the past. By illustrating the diverse organization and function of the four post-secondary systems, Campbell identifies the rich array of Canadian post-secondary education and its constant effort to serve the needs of its people. In Provincial Developments, representatives of Alberta, British Columbia, New Brunswick, Nova Scotia, Ontario, Prince Edward Island, Quebec, and Saskatchewan provide a more detailed account of what is happening today in their various provinces.

The environmental history of the past and present developments in the colleges is followed by Gordon Campbell's account of the creation of the Canadian Commission for the Community College. This environmental factor attests to the forces of intervention within and outside Canada that have awakened interest in the college movement in general and in the establishment of a Canadian association of community colleges in particular. This investment of risk capital by W. K. Kellogg Foundation in the Canadian Adult Education Association's proposal for establishing a Canadian Commission for the Community College must be recognized as the same kind of pump priming that the Foundation became involved with in assisting the American Association of Junior Colleges in its formative years. The importance of this environmental intervention can only be judged over the course of time.

As an outgrowth of the establishment of the Canadian Commission for the Community College, the Planning Committee for the National Assembly was created. The Planning Committee attempted to ascertain if a national association was needed, who it should serve, and how they should be served. In these two sections the national flavor of representation on the Planning Committee is presented, illustrating on a small scale that Canadians can come together to identify and solve problems and to work cooperatively towards a desired end. A diverse group of provincial employees, trustees, administrators (college and public school), and citizens on the Planning Committee selected as the study group an equally diverse sample population. Both groups, while equally diverse vocationally and geographically, were yet of the same mind in identifying their common concerns.

Editor

Genesis and Growth of the Canadian Community College

by Gordon Campbell

About a hundred years ago, in the depths of the Civil War's brutalities, Lincoln sent a message to Congress saying "The dogmas of the quiet past are inadequate to the stormy present . . . As our case is new, we must think anew, act anew. . . ." In Canadian education, within the last stormy decade, a new case has been made for post-high school education. The radical transformation of our society at an unprecedented rate has caused the dogmas of the past to be no longer a sufficient guide to the future.

> For this reason, the traditional function of the undergraduate college—the transmitting of the cultural heritage to young people destined for some form of social leadership—is simply inadequate. It is not that the great human legacy has lost its value. Indeed, now as never before one can make a strong case for the importance of our connections with the past and for the humanizing merits of developing an informed sense among students of membership in the long, proud pageant of man. But when yesterday no longer forecasts the nature of tomorrow, when the experience of sons is so startlingly different from the experience of fathers, then the enterprise of education must find new sources of vitality and relevance.[1]

New sources of vitality have indeed been found. Within the last eight or ten years approximately three-quarters of Canada's 120 community colleges have been established. Altogether, they represent a substantial effort to harness, other than through the traditional college and university patterns, the huge diversity of capacities of Canadian youth.

While the colleges are struggling with the questions of *their* identity, the tax-paying public is wrestling with *its* priorities. Are colleges plowing new ground in administration, curriculum, adult education, approaches to teaching or are they simply offering more of the same under different labels? This is a question, not so much to be settled as to be thought about and vigorously debated. In the interim, colleges will increase in importance, expand in numbers and consume an ever-larger percentage of the provincial budget. Only as recently as September, 1967, the Minister of Education in Alberta declared:

> Universities provide educational opportunities for only about 30 per cent of Alberta's students—and up until now this opportunity for the few has been at the expense of almost all the funds available for all types of post-secondary education.
>
> It seems to me to be most appropriate to spend the money we have to quench the thirst for post-secondary education of as many people as we can.
>
> This means we should be making a much larger portion of our resources available not just for 30 per cent but for that bigger bulk of people who have been largely ignored: people who are not university bound because they are not interested in what universities have to offer, but who at the same time have a right to expect an opportunity for some other kind of post-secondary education.[2]

The purpose of this article, however, is not to offer a comment on the function and style of these colleges at present but rather to outline how they came into being. Given the diversity of college organization across

Canada, it might be most helpful to the reader to concentrate on the development of college *systems* in four provinces of Canada: British Columbia, Alberta, Ontario, and Quebec, with a word about developments in other provinces and comment at the end.[3]

BRITISH COLUMBIA

Present Developments

Currently there are ten community colleges within the provincial system. Because of the government policy of reliance on local initiative and financial support in establishing and maintaining colleges, individual institutions in British Columbia are of special interest for they are all in distinctly different stages of development and community support. All are managing, in remarkably inventive ways, to serve the students' welfare. At present, the province has one city college, seven regional colleges, one private college, and one institute of technology.

Vancouver City College, the only school district college in British Columbia, is headed by a director to whom the principals of its three divisions report. One division currently located in an old high school (and due to move in 1970 to a new suburban campus) began as a flourishing adult education centre. Another is the Vancouver Vocational Institute; and the third is the pioneering and distinguished Vancouver School of Art which began in 1942.

The first regional college, and the only one to be established so far in its own building, is Selkirk College in Castlegar. In December, 1963, a plebiscite, sponsored by six school boards to determine whether the community was interested in such a college, was passed overwhelmingly, as was a referendum in 1965 requesting tax support. Following an architectural competition, a carefully designed building was erected. Due to a construction strike, the college was obliged to open in an unused construction camp where classes were held for four months. The new campus was formally opened in April, 1967.

Capilano College opened in 1968 in the West Vancouver Senior Secondary School and operates from 4:00 to 10:00 p.m. Monday to Thursday. The administration is housed in a temporary structure. In 1968-1969 the faculty, apart from one or two, were all part-time, recruited from university faculty, graduate students, and community personnel. Twenty full-time members were appointed in 1969-1970 and a permanent site is presently being sought by the college council.

Okanagan College, after some initial set-backs, opened in 1968 in three centres: Salmon Arm, Vernon, and Kelowna. It was originally intended that only first-year studies would be offered in two of the centres, with students proceeding to a main centre at Kelowna for the second year. Salmon Arm students are housed in shared high school premises during the day, and Vernon students are in huts in an army camp. At present, Salmon Arm offers first-year academic courses, and Kelowna offers first- and second-year academic courses, and all technical courses. Penticton recently voted down a plebiscite which would have meant another centre in the region. In 1971, the College will open in five centres.

Malaspina College in Nanaimo opened temporary premises in 1969 in a converted hospital. Plans for permanent quarters are underway.

College of New Caledonia, Prince George, opened in 1969 operating in Prince George Senior Secondary School from 4:00 to 10:00 p.m. Monday to Friday. Douglas College in the Fraser Valley West and Cariboo Regional College at Kamloops are due to open in September, 1970.

Origins

British Columbia has long had colleges associated with universities and school boards. The University of Victoria, for example, as Victoria College, was affiliated with McGill University between 1903 and 1915. During this period, the college was administered by the Victoria School Board and housed in the Victoria High School with whom it shared its principal. In 1920, five years after the opening of the University of British Columbia, the college became affiliated with that university while still being administered by the Victoria School Board. The close connection of colleges with school boards remains a chief characteristic of the college system of British Columbia. A total of forty-three school districts out of approximately eighty are presently involved in the operation of eight colleges.

Provincial legislation in British Columbia in 1958 permitted the formation of district colleges operated by one school board, and regional colleges operated by a consortium of school boards under a governing council. The legislation, lodged in the Public Schools Act,[4] required that a college could be established only after citizens in a participating school district had passed a plebiscite (approval in principle) and a referendum (approval for specific local taxation for capital costs).

A grand design for college and other developments in tertiary education in British Columbia, was incorporated in a report prepared by J. B. Macdonald, and published in 1962 when he was president of the University of British Columbia. The report is entitled *Higher Education in British Columbia and a Plan for the Future.*[5] Profound, sweeping, and visionary, it provided carefully documented reasons for the development of two basic types of institutions, where they should be created, and the kinds of services they might offer. Proposed were: four-year colleges offering degree programs and two-year community colleges offering both academic and technological programs. Underlining the entire report was the plan for the development of a *system* of tertiary education for the *whole* province rather than for one particular area. In addition Macdonald advised creating two agencies: an academic board and a grants commission. He also suggested methods by which the colleges could be financed. The report gave initial impetus and direction to the development of the province's community colleges.[6]

Following the Macdonald report, a number of attempts were made to establish colleges through plebiscites and referenda. Plebiscites, which required no decision about capital expenditure and needed only a fifty per cent majority, passed easily. Of three capital cost referenda put to ratepayers by school boards, only the first one—Selkirk College—was approved. (Vancouver City School Board, the official governing body of Vancouver City College, was able to make an exception to government regulations by building a new campus with proceeds from sales of old schools located on valuable properties in downtown Vancouver. Regional colleges which do not have the resources of the Vancouver board, are all lodged in temporary facilities with the one exception of Selkirk College.)

While not establishing a separate college act as some had hoped, the government, in the spring of 1970, made major amendments to sections of the Public Schools Act concerning colleges. The new legislation abandons distinctions between district and regional colleges. The act now refers to only one category of college whether supported by one school district or the boards of two or more districts. The provision of local cost sharing is continued. While the principal is removed from the voting membership of the college council, his authority as chief executive officer is more clearly defined. Every college council will now consist of two members appointed by the government; the district superintendent of schools; school trustees appointed by a school board or boards, the number of which is determined by the government; and other members specifically representative of the community, appointed by the government. No provision is made for faculty or students to be on the board. In sum, the new legislation would appear to strengthen province-wide coordination and centralization of post-high school and adult education in British Columbia.

The scope of the community college system was enlarged with the decision of the government, effective April, 1971, to combine some of the provincially operated vocational schools with adjacent regional colleges and to operate the rest in close integration with the college system. The British Columbia Institute of Technology will continue to function as a provincially operated institution.

Two agencies in British Columbia function at a level between the college council and the minister of education. They are the Division of University and College Affairs, Department of Education and the Academic Board for Higher Education. Both are jointly concerned with colleges and universities and derive their authority variously from the Public Schools Act and the Universities Act. The branch of the department of education is regulatory in character; the Board, independent of the department, is advisory only.

The Division of University and College Affairs was created by the legislature in 1966 to advise and assist the minister of education in regard to tertiary education. The division director recommends appointments made by the minister to college councils, and assists in other governmental functions required by the Public Schools Act, such as recommending financial allocations, administering student loans, and so forth. The director sits on the academic board.

The Academic Board consists of two members appointed by the senate of each university and three members appointed by the minister. The function of the board is to

> . . . provide information relating to academic standards, and to advise appropriate authorities on orderly academic development of universities . . . and of colleges established under the *Public Schools Act* by keeping in review the academic standards of each . . .[7]

In carrying out its mandate, the board has issued a number of valuable publications, sponsored conferences where these would best assist in providing information, and has given substantial leadership in the orderly development of community colleges in the province.

ALBERTA

Present Developments

There are fourteen community colleges in Alberta which may be grouped into four categories: agricultural and vocational colleges, institutes of technology, public colleges, and four private institutions.

Two of the three agricultural colleges were established in 1913, a third began in 1951. Administered by the Department of Agriculture under the Agricultural and Vocational Colleges Act, they offer programs in business education, home economics, and high school courses in addition to agriculturally-oriented courses.

The Provincial Institute of Technology and Art, now named the Southern Alberta Institute of Technology, was founded in Calgary in 1916.[8] In Edmonton, the Northern Alberta Institute of Technology was opened in 1963. The institutes are administered directly by the Department of Education.

The first public college, Lethbridge Community College,[9] was founded in 1957. At that time, it was called Lethbridge Junior College. However, Mount Royal College was the pioneer in Alberta receiving its charter as a Methodist college in 1910 from the province. In 1931, it became affiliated with The University of Alberta and added university level courses to its academic and commercial departments. When The University of Calgary was established, Mount Royal became affiliated with it; in 1966, Mount Royal became a public institution. In the mid-sixties, colleges were established at Medicine Hat, Red Deer and Grande Prairie. Early in 1970, the minister of education announced that a new community college would be located in Edmonton. It will probably receive its first students in 1971. Programs in the public colleges include university parallel courses, technical, general education, remedial and general interest.

Origins

The earliest reference to a college in provincial legislation was an Act Respecting the University of Alberta, 1910.[10] The first move to establish a public junior college occurred in Lethbridge in 1951. At that time, an American expert prepared a feasibility study for the board of education of the Lethbridge School District entitled *A Community College Plan for Lethbridge.*[11] Six years later, in 1957, the provincial legislature passed an act establishing the Lethbridge Junior College.[12] While local school districts were empowered to establish and maintain a junior college as early as 1931, it was not until 1958 that the Public Junior Colleges Act was passed. In structure, the 1958 act was not unlike the present legislation governing colleges in British Columbia; in operation, it differed in the degree of control by school boards, the proportion of taxation to be raised locally, and the extent of direct university control.

University influence was brought to bear officially through a joint committee of government and University of Alberta officials. The committee was formed to study developments in higher education. Four interim reports of the committee were prepared in 1961, 1963, 1965, and 1966.[13] Throughout, the committee consistently held that academic programs of the colleges should come under the jurisdiction of the universities. The University and College Act, 1964[14] authorized annual grants for students in junior colleges enrolled in university-level courses. The act also provided for provincial capital grants up to 90 per cent of the cost of the project.

In 1959, the report of the Royal Commission on Education[15] contained a series of recommendations about community colleges, many of which, as things turned out, were not followed.

In July 1965, it was announced that A. Stewart would undertake a study on junior colleges.[16] The release stated that ". . . the Committee is seeking your advice on the development of higher education *around the* *core of the two main university campuses*"[17] (not in italic in the original). Stewart recommended the division of the province into college districts (as distinct from school districts). He proposed a system of levels: school education organized and operated on a local basis; post-school, college education on a college district basis; and university education on a regional or provincial basis. He suggested that district boards, although including representatives of the schools, should be divorced from school districts. Stewart gave strong support to the idea of a comprehensive college. On the financial side, the report recommended that the colleges continue to be financed by the provinces but that the boards should not be prevented from seeking supplementary funds. Stewart felt that the institutes of technology should remain under the Department of Education because they offered programs of a kind that would be difficult to duplicate in districts outside metropolitan centres.

In 1966, two provincial conferences were held which had significant influence on the legislation which followed in three years. About ninety persons representing university professors, trustees, and administrators attended the first conference. They discussed papers on community college developments across the country. The timing of the conference and the distribution of a well-prepared report[18] touching on many of the ideas that were being debated in Alberta at that time, gave the conference special significance. A few months after this conference, about 150 educators and lay people attended a second gathering to discuss college education. Prior to the conference, a fact-finding committee produced a report offering a massive amount of statistical data for pre-conference study.[19] In addition, it furnished what has been called a "non-act" which was a draft act used to test the responses of those attending the conference to a college system. The draft act, entitled An Act Respecting Post-Secondary Regions, appeared to have been inspired partly by the recommendations of the Stewart Report. The act was subsequently withdrawn. At the end of this conference, there was a growing body of informed opinion beginning to press for definitive action on the part of the government.

About six months later, the government appointed the Board of Post-Secondary Education. The board was charged with three tasks: identifying policies for adoption in principle; setting out provisions to enable policies to be implemented; and preparing legislation.[20] After the board has presented and discussed its proposals with the cabinet, the minister of education made public a statement summarizing in principle the reactions of the cabinet to the proposals of the board.[21] The board then drafted legislation setting up a community college system which became, in 1969, An Act Respecting a Provincial College System.[22]

The act established a commission consisting of nine persons: a chairman, the deputy ministers of the departments of education and agriculture, the deputy provincial treasurer, and others appointed by the provincial government. The powers of the commission are extensive; it may, for example, "regulate or prohibit the extension, expansion, or establishment of any service, facility, or program of study by a member of the college system . . . or the establishment of a new school, faculty or department." In brief, it acts as a regulatory body regarding finance, curriculum, and other affairs of colleges. The act establishes college boards consisting of eight persons appointed by the provincial government. The membership must include the president, "an academic staff member nominated by the academic staff association of the college," and "a member of the study body nominated by the students' council." Of the five other persons, one is to be designated chairman. Figure I presents a comparison between the Junior College Act, 1968 and the Colleges Act, 1969.

FIGURE I

Comparison of the Junior Colleges Act, 1958 and The Colleges Act, 1969

JUNIOR COLLEGES ACT, 1958	*THE COLLEGES ACT, 1969*
1. Colleges initiated and managed within framework of public school system.	1. Establishment of a college system distinct from that of either the public school or the university system.
2. Financial and curriculum control largely, but not entirely, local.	2. Establishment of the Alberta Colleges Commission with broad regulatory powers.
3. Three separate jurisdictions; no integration, little coordination between agricultural colleges, institutes, and junior colleges.	3. Integration (initially in principle) of the technological institutes, junior colleges, and agricultural schools into one system.
4. Governing board composed of members appointed by participating school boards.	4. Appointment by the provincial government of local boards of governors, each having a faculty and student member and the president.
5. Extensive university control of academic programs; affiliation with university was a prerequisite.	5. Rejection of the former concept of affiliation (approval of appointments, exams, etc.) with universities.
6. Small local taxation through payments by school boards.	6. Removal of property taxation as a source of support for a local college.
7. Different regulations affecting instructors teaching university programs and others.	7. All faculty included in one bargaining unit. Provisions of Teaching Profession Act, etc., no longer apply.
8. No provision for academic council.	8. College must form an academic council.

The progress of any innovation must be gauged in relation to individuals and organizations having a stake in its acceptance. In Alberta the processes used to develop agreement about the college system involved the complex problem of maintaining cross-communication with all segments of the public. Through the years, a variety of methods were used to allow persons and organizations to seek and give information, generate ideas, clarify positions, seek alternatives, test consensus, or reach compromises. School trustees even undertook a fact-finding junket to California. The value of residential conferences, which can help to create a sense of community, was not overlooked. A constant succession of meetings was organized. These revealed local pockets of discontent or disagreement which could then be dealt with to effect harmony or compromise. The construction of a "temporary system"—the Board of Post-Secondary Education—was a useful device to bypass certain kinds of official procedures and resistance to change. The board, with its direct access to both the public and the cabinet, helped the grinding machinery of law to shift gears more rapidly than the processes of government normally allow. All in all, the process of participatory democracy worked so well that when the legislation eventually arrived on the floor of the house, there was province-wide agreement as to its desirability.

ONTARIO
COLLEGES OF APPLIED ARTS AND TECHNOLOGY

Present Developments

In October 1965, the legislature of the province of Ontario passed Bill 153, The Department of Education Amendment Act, 1965, establishing colleges of applied arts and technology.[23] Their operation, governed by the regulations made under the Department of Education Act, October 7, 1965,[24] is based on four principles: (1) the colleges must embrace total education, vocational and avocational, regardless of formal entrance qualifications; (2) they must develop curricula which meet the combined cultural aspirations and occupational needs of the students; (3) they must operate in the closest possible cooperation with business and industry, and with social and other public agencies to ensure that curricula are at all times abreast of the changing needs of a technological society: and (4) they must be dedicated to research not only in curricula, but in pedagogical technique and administration. In recognition of these long-term economic and social goals, ten regional development areas of Ontario were adopted as the basis for planning the location of colleges, twenty of which have now been established. In principle, they are commuter colleges—dormitory facilities normally being provided only in northern Ontario.

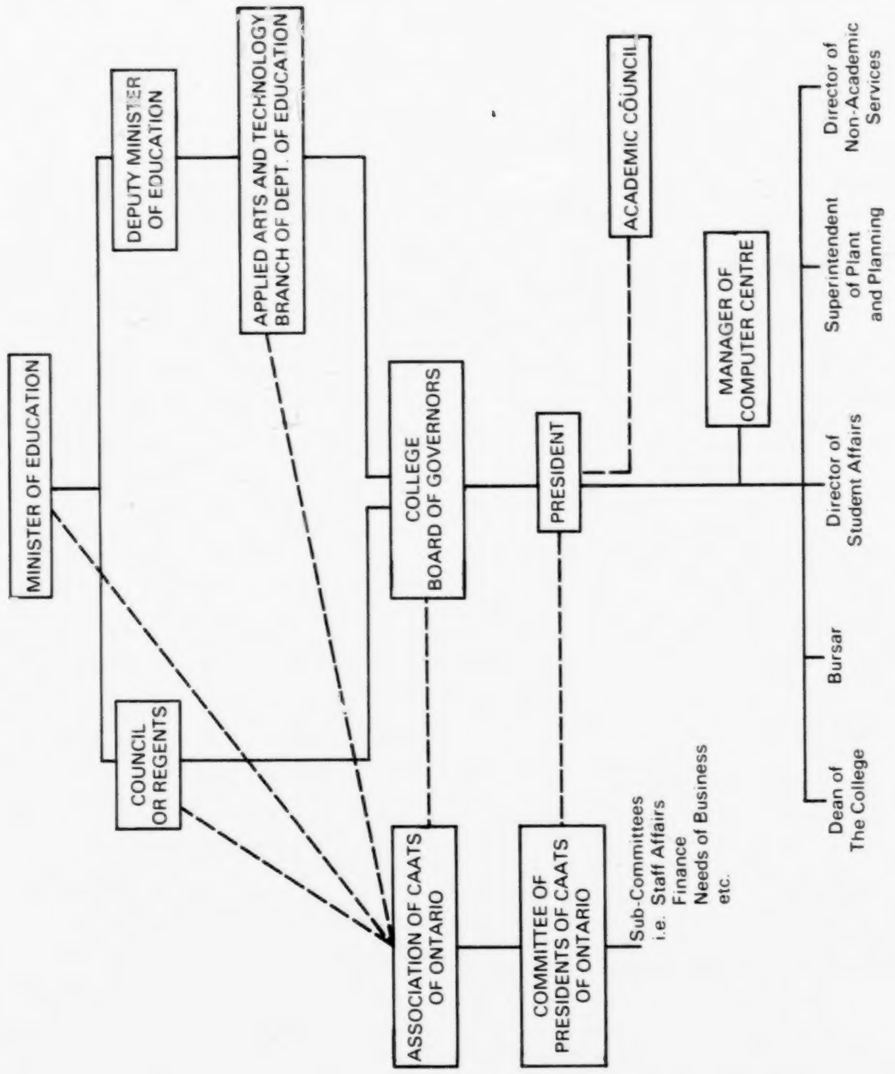
The administrative structure of Ontario's college system is illustrated in Figure II. Each college is controlled by a board of governors comprising twelve members chosen from the area served. A board is responsible to the minister of education with additional authority under the Corporations Act[25] and is responsible for the development and operation of each college. A board exercises all authority in this connection excluding only those decisions made or approved on its behalf by the Council of Regents. Specifically, a board appoints the president and all other faculty and staff, establishes the budget and submits it to the minister for approval, develops curriculum and publishes information about courses, fees, and admission, which have been approved by the minister. Advisory committees are formed to guide the boards of governors in their decisions with respect to the colleges' programs. These committees draw their members from industry, business, and the professions which are related to the particular programs of study.

The Council of Regents is composed of fifteen members appointed by the minister of education. The functions of the council are to advise the minister on all matters pertaining to the colleges; to recommend to the minister the appointment of members to the boards of governors of the colleges in such areas as development of curricula and setting fee schedules; and to set a scale of salaries and wages for the various levels of personnel within the colleges.

A third element in the governance of the colleges is the applied arts and technology branch of the department of education. This branch acts as the administrative arm of the minister and works in close coordination with the Council of Regents. The branch is also responsible for assessing the operating and capital budgets submitted by local boards and making recommendations to the minister. Much of this work is done at the local level by a senior branch officer who is assigned as an advisor to the board of each college. (The development of formula budgeting will eventually minimize this control.) One other major responsibility of the branch is the coordination of curriculum development. Although each college has local curriculum advisory committees, it is necessary to coordinate curricula for purposes of provincial and national certification.

FIGURE II

Administrative Structure of the College System of Ontario


MINISTER OF EDUCATION
DEPUTY MINISTER OF EDUCATION
APPLIED ARTS AND TECHNOLOGY BRANCH OF DEPT. OF EDUCATION
COUNCIL OR REGENTS
COLLEGE BOARD OF GOVERNORS
ACADEMIC COUNCIL
PRESIDENT
MANAGER OF COMPUTER CENTRE
ASSOCIATION OF CAATS OF ONTARIO
COMMITTEE OF PRESIDENTS OF CAATS OF ONTARIO
Sub-Committees i.e. Staff Affairs
Finance
Needs of Business
etc.
Dean of The College
Bursar
Director of Student Affairs
Superintendent of Plant and Planning
Director of Non-Academic Services

The apportionment of power and responsibility among the minister, the department of education, the Council of Regents, and the boards of governors has resulted in a system permitting striking diversity. "We don't want twenty branch-bank, rubber stamp colleges in Ontario," said an official of the Department of Education.[26] Each college appears to be developing its own identity in response to its economic and social environment and to the administrative philosophy of its president and board.

Within the general framework of the community college system, but apart from the system of CAAT's, are the Ontario College of Art, Ryerson Polytechnical Institute,[27] the Niagara Parks Commission School of Horticulture, and several agricultural colleges. The College of Art was recently the subject of an inquiry[28] recommending the creation of a unicameral form of government which was subsequently established by legislation in 1968.[29] Ryerson has its own act of legislation, passed in 1966.[30] The Niagara Parks Commission School of Horticulture is governed directly by the Niagara Parks Commission, a branch of the government of Ontario, and is part of the Niagara Parks System.

It will be observed that the Ontario Minister of Education, in choosing this administrative pattern, rejected the plan of British Columbia which binds colleges to the local school board system and requires a local tax base. By establishing the colleges as centres for career training, there was no need for a structure with close administrative links to the universities, such as exists in Quebec, since the colleges did not have as a primary task the provision of courses for baccalaureate credit. Speaking in the legislature in May 1965, the minister of education said:

> *You will note that I have not included in the list of courses what the Americans call the 'transfer' or 'college-parallel' courses,* leading to advanced placement in universities, *because there is no need for such courses in Ontario at the present time at least.* In Ontario we have the Grade 13 course in our secondary schools now, and will probably long have its successor, the proposed Matriculation Year, specifically designed as a university-preparatory program for our academically able students. May I remind you, also, that we have studied very carefully the needs for university-type courses and have adopted as government policy an expansion of existing universities and the establishment of new universities sufficient to meet that particular need for the foreseeable future. Present plans for expansion of university education should suffice for the remainder of this critical decade of the Sixties; and we are now studying the demands of the Seventies. If circumstances so require, we will naturally change or make adaptations to our present plans.[31] (Not in italic in the original.)

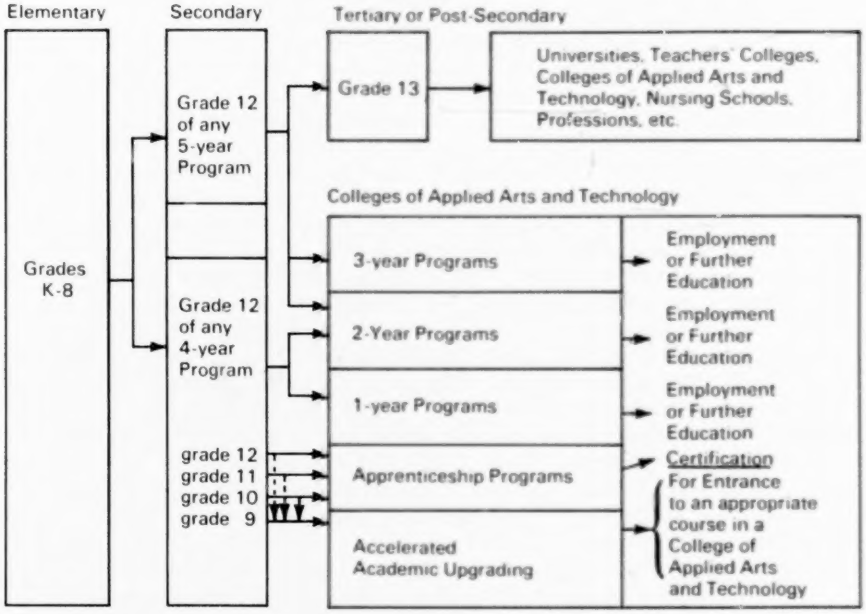
Figure III illustrates the articulation of the Colleges of Applied Arts and Technology with other provincial educational systems.

Some idea of the imaginative and decisive way in which colleges became established can be found in the following letter to H. H. Kerr, Chairman, Council of Regents, from the Chairman of the Board of Governors, Sheridan College of Applied Arts and Technology.

> Dear Sir:
>
> It is just over one year since Sheridan College of Applied Arts and Technology came into existence . . . It is wise, I feel, to summarize what has happened at Sheridan College so far:
>
> 1. Temporary accommodation was secured by leasing the old Brampton High School. Certain renovations to the building were carried out during the summer of 1967 to bring the building up to fire marshal's standards and to make it functional as a college. With expanding enrollment for the 1968-69 college

FIGURE III

Educational Flow-Chart: Ontario


Elementary
Secondary
Tertiary or Post-Secondary
Grades K-8
Grade 12 of any 5-year Program
Grade 12 of any 4-year Program
grade 12
grade 11
grade 10
grade 9
Grade 13
Universities, Teachers' Colleges, Colleges of Applied Arts and Technology, Nursing Schools, Professions, etc.
Colleges of Applied Arts and Technology
3-year Programs
2-Year Programs
1-year Programs
Apprenticeship Programs
Accelerated Academic Upgrading
Employment or Further Education
Employment or Further Education
Employment or Further Education
Certification
For Entrance to an appropriate course in a College of Applied Arts and Technology

year certain temporary (and portable) classroom accommodations will have to be added to this campus.

2. In the spring of 1967 the Minister of Education indicated to this board that he would consider it wise policy if we assumed responsibility for the Ontario Craft Foundation School of Design. This the Board agreed to and . . . leased Lorne Park Collegiate for a period of three years.
3. Our President, Mr. J. M. Porter, began his duties on April 3, 1967 and with the help of the Board and subsequent faculty members engaged, proceeded to investigate suitable courses of study, (and) set up advisory committees . . . On September 18, 1967, Sheridan began on its first year with 385 full-time students.
4. During this time, extensive study was underway concerning procurement of of a suitable site. In February 1968, the Board acquired title to 102 acres.
5. On April 1, 1968, the Board assumed responsibility for the operation and expansion of the Heavy Equipment School near Milton.
6. Following the appointment of a Director of Extension in January 1968, the Board cooperated with other educational authorities to develop a heavy extension program . . .
7. We anticipate a September 1968 enrollment of 1,000 full-time students; at least that many extension students.[32]

Origins

While a strong public demand for community colleges did not arise until the 'fifties' and 'sixties',[33] the history of education is filled with interesting adventures closely related to modern concepts of community colleges. In 1900, for example, five art schools existed, one of which continues today as the

Ontario College of Art.[34] It dates from 1867 when the Ontario Society of Artists opened a school in its own building with the assistance of a $1,000 grant from the government. This comment made by a visiting Englishman was incorporated in the department of education's *Annual Report*, 1888:

> The Ontario School of Art . . . is . . . supported by . . . Province, for the purpose of imparting special instruction, embracing subjects in science and art teaching suitable to mechanics, and bearing on their employment. There are evening classes adapted to working men . . . the instruction given is evidently valued by the various trades of the city. Out of 121 students last year, one half were engaged in trades and manufactures; the remainder studying as teachers . . . I was particularly struck with the manifest relation between the work done in the school and in industrial pursuits.[35]

In 1893, the deputy minister of education outlined the policy of the government with respect to vocational training which remained in effect until cent times:

> . . . the Government . . . provide(s) a general education for all classes, and such a training as will enable any student . . . to take a professional course. With the exception of the fees . . . training is provided at the public expense, but it is not the policy . . . to provide free . . . professional education . . . exceptions to this principle are . . . the Agricultural College and the School of Practical Science. As the interests of the farmers are largely bound up with those of the Province generally, the subject of Agriculture has due recognition in the Public School curriculum.[36]

From 1935 onwards, there was a major development of vocational programs in the secondary schools and of new institutions designed to provide technological training. A Provincial Institute of Mining was organized in Haileybury in 1944. It has since become incorporated into the Northern College of Applied Arts and Technology. Two years later, a Provincial Institute of Textiles was established at Hamilton which has been incorporated into Mohawk College of Applied Arts and Technology. In 1948, the Lakehead Technical Institute at Thunder Bay and the Ryerson Institute of Technology at Toronto were opened. Others were opened in Ottawa (1957), Windsor (1958), and Kirkland Lake (1962). Ryerson became the senior institution with a full-time enrollment in 1965 of 3,687, contrasted with an enrollment of 2,536 in the other five combined. The government subsequently allowed Ryerson its own board of governors and changed its name to "polytechnic institute."

A Royal Commission on Education made some observations in 1950 urging the establishment of junior colleges:

> (a) that local education authorities be required to establish junior colleges, or junior college departments in conjunction with secondary schools, providing two-year university-preparatory and vocational courses, and . . . three-year university-preparatory courses, preferably in a junior college operated as a distinct unit for all students . . . qualified for entrance and (desiring to attend) . . .[37]

In 1962, a report of the Committee of Presidents of Provincially Assisted Universities strongly recommended increasing the number of institutes of technology, perhaps even by converting the new vocational schools. The publication of this report led to considerable public debate as to the nature and purpose of new post-high school institutions. As to whether they should be geared especially to technical training, University of Toronto presidents exerted powerful influence. In his Annual Report for the 1951-1952 academic year, S. E. Smith, when president of the University of Toronto, discussed the matter:

> First, junior colleges should be clearly differentiated from degree-granting institutions of higher learning, (and) remote from universities. Secondly, their courses should be unpretentious in scope and thorough in execution . . . Thirdly, their programs of general education should be so planned that their courses could be terminal thus providing general education beyond the secondary school. Their programs should embrace basic courses required for university entrance or advance standing. (Thus) it should always be possible for students to proceed to universities directly from secondary schools without attending junior colleges.[38]

In the press and in political and educational circles, the debate continued for and against the inclusion of university parallel courses in non-degree-granting institutions. A comprehensive college was urged by some. Others thought that any attempt to embody *both* a technological and an academic program within one college could only result in education inferior to that offered separately in universities and in institutes limited to technical training. This debate continues today.

In 1964, the *Report* of the Grade 13 Study Committee was issued: it supplied a rationale for legislation in the following year which established the colleges of applied arts and technology. Introducing the bill in the legislature in 1965, the minister quoted from the *Report:*

> . . . we are now in an entirely different world from that of the 1920's and 1930's, and it is necessary that we extend our educational system to meet the demands of this new world. In the past . . . we have solved the problem by expanding our secondary school program . . . In the present crisis, the need cannot be met simply by alterations or additions at the secondary school level; this time we must turn our attention to the post-secondary level, where we must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer.[39]

QUEBEC
COLLEGES d'ENSEIGNEMENT GENERAL ET PROFESSIONEL

Present Developments

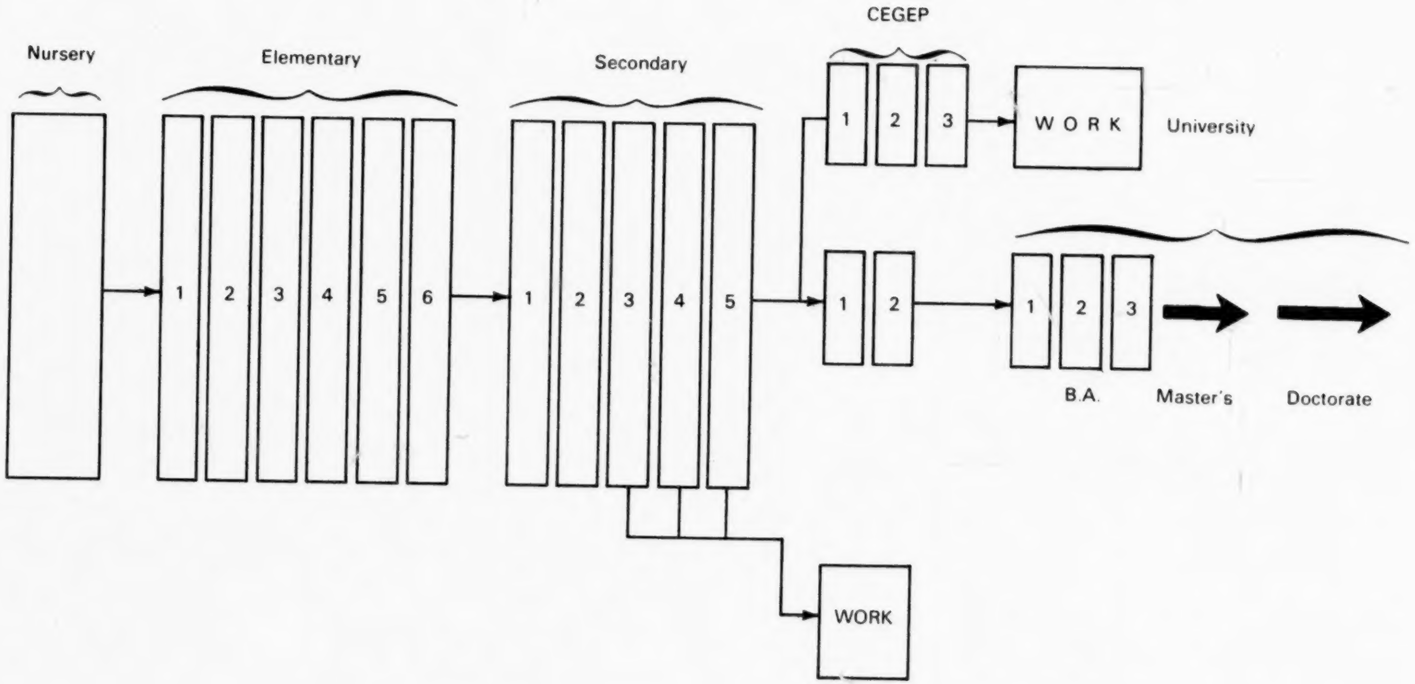
Currently there are thirty-five CEGEP in Quebec. The speed with which they were created and the innovations they were designed to embody represent a most remarkable development not only with respect to the colleges themselves but also their relationship with the other changing educational systems. These relationships are illustrated in Figure IV.

The General and Vocational Colleges Act establishing the colleges was assented to on June 29, 1967. Speaking in the national assembly about the act, Premier Bertrand observed that:

> This act is of a general scope; it [illegible] outline law, which concerns no present education institution in particular, but on the contrary, enables the government to set up new institutions . . .
> The most recent school census indicates that more than one and a half million young people—one quarter of Quebec's total population—are presently in school. Over half a million—10% of the total population—are presently enrolled at the secondary school level. More than half of these 500,000 young people have the ability to undertake post-secondary studies . . . At present, there are only approximately 75,000 students at the college level; five years from now, the number enrolled at this level ought to have reached 125,000.

FIGURE IV

Educational Flow-Chart: Quebec


Nursery
Elementary
1
2
3
4
5
6
Secondary
1
2
3
4
5
CEGEP
1
2
3
W O R K
University
1
2
1
2
3
B.A.
Master's
Doctorate
WORK

> We must consider that at present, in Quebec, only 8% of the active population has had more than 12 years of schooling and that only about 50% has had more than an elementary school education.[40]

Bertrand pointed out that some thirty committees throughout the province had been organized several years prior. They were made up of educators—both lay and religious—parents, students, businessmen, and trade unionists. The committees' task was to study the educational needs of their communities, to plan for the integration of institutions and the possible establishment of CEGEP.

In September 1967, there came into being the first twelve of the presently operating thirty-five colleges. All used existing plants and hastily restructured administrative staffs and programs. All were formed by the conversion of one or more existing institutions. Perhaps a CEGEP might contain a classical college, an institute of technology, and a normal school. There is a wide range of combinations. CEGEP Maisonneuve was created from a single classical college, whereas CEGEP de Trois-Rivières is an integration of nine different establishments. The first English-language CEGEP—Dawson College—opened in Montreal in September 1969. A second English-language institution—Vanier College—was established in 1970.

The initiative to form these CEGEP did not come directly from the ministry of education but from within communities and from within the cooperating institutions themselves.

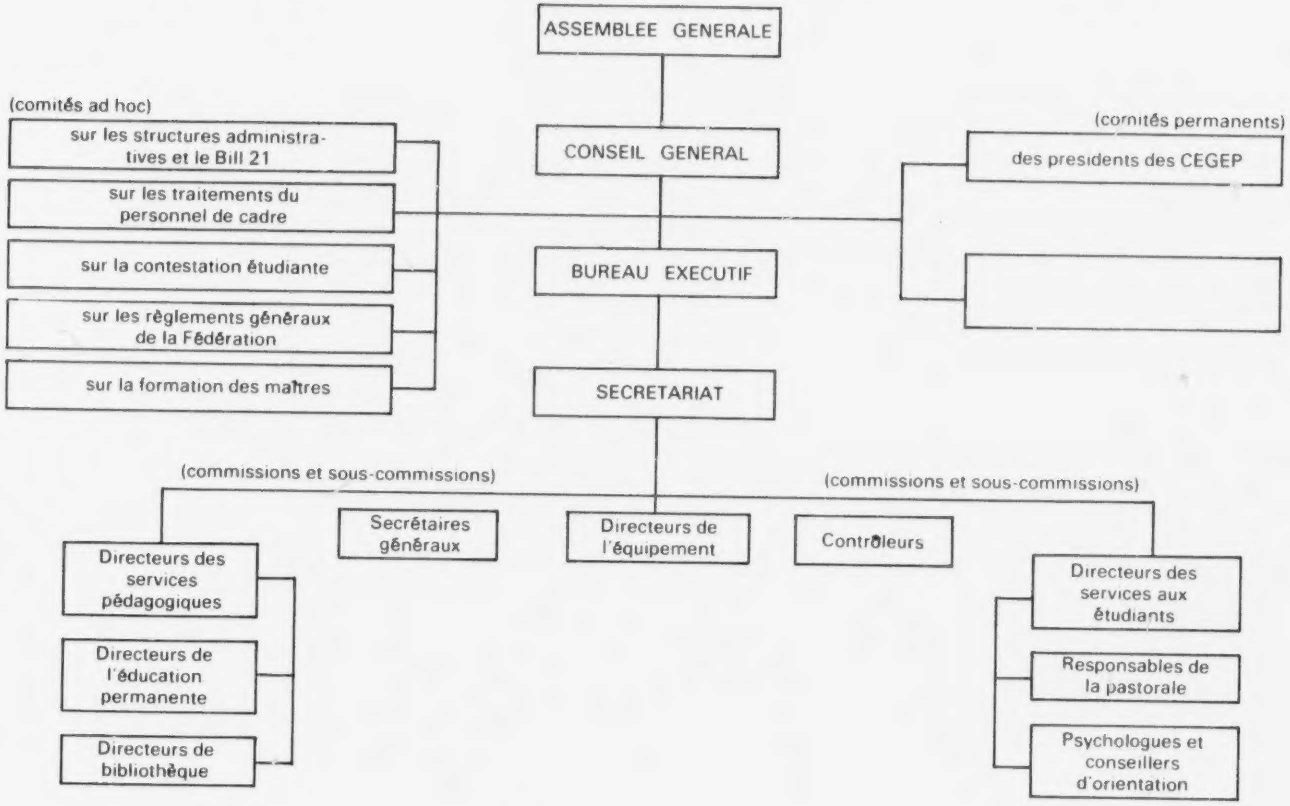
The term "community college" as used in Quebec is particularly apt. In the planning as well as in the management of the colleges, there is established a lively sense of community involvement. Each college has a board of directors consisting of nineteen members, including four named by the faculty, two by the students, and four drawn from among parents of students. In order to allow for maximum community participation, provision is made for the appointment of five other members, who are named only after consultation with other community groups. The board itself may recommend to the minister the appointment of two additional members in order to ensure a proper balance between community and college representation. The principal and the academic dean are also members.

The provincial coordination and administration of CEGEP at the ministerial level is the responsibility of a directorate of college education. Figure V illustrates the administrative structure of CEGEP. As elsewhere in Canada, the problem is to maintain a delicate balance between centralization, coordination, and control on the one hand, and maximum community involvement, flexibility, and autonomy on the other. How can proper controls be established over the distribution of funds while fostering creativity and distinctiveness among the growing number of CEGEP? The ministry of education believes that

> . . . the word 'coordinate' provides the key. For example, certain vocations cannot absorb unlimited numbers of graduates and it becomes the function of the Directorate to ensure that a program with a limited market is not offered by a large number of Colleges, especially if it involves expensive equipment. It is also the function of the Directorate to ensure that reasonably uniform standards are maintained, since it has to award a provincial diploma. Thus, while each college sets its own examinations, for example, copies of the question-paper are subsequently handed in to the Directorate, which has the right to conduct spot-checks of student examination papers. Each college is responsible for engaging its own personnel and for interpreting the admission regulations set by the Department.[41]

FIGURE V

Administrative Structure of CEGEP


ASSEMBLEE GENERALE
CONSEIL GENERAL
BUREAU EXECUTIF
SECRETARIAT
(comités ad hoc)
sur les structures administratives et le Bill 21
sur les traitements du personnel de cadre
sur la contestation étudiante
sur les règlements généraux de la Fédération
sur la formation des maîtres
(comités permanents)
des presidents des CEGEP
(commissions et sous-commissions)
Directeurs des services pédagogiques
Directeurs de l'éducation permanente
Directeurs de bibliothèque
Secrétaires généraux
Directeurs de l'équipement
Contrôleurs
(commissions et sous-commissions)
Directeurs des services aux étudiants
Responsables de la pastorale
Psychologues et conseillers d'orientation

The operating costs of colleges are borne by the provincial government. Costs relating to board and room, recreational activities, transportation, and continuing education, are expected to be self-supporting. Students are not charged tuition fees.

Certain parents' associations, among others, insisted that direct reference to the confessional character of education institutions be made in the General and Vocational Colleges Act. Speaking to the legislative assembly about "confessionalism," M. Bertrand stated that:

> It was not the Government's responsibility to make decrees with regard to the confessional character of educational institutions . . .
> It belongs to the institutions themselves to ask for recognition as confessional institutions . . .[42]

By law, the authority to establish the confessional character of educational institutions rests with the Superior Council of Education. The government provides for the salary of a chaplain for each institution. Private colleges of "public interest" derive eighty per cent of their support from provincial revenues; most of the remainder comes from fees.

Origins

The roots of CEGEP are found largely in the church-related classical colleges, technical institutes, and normal schools, scattered in cities, towns, and villages throughout the province. Actually, there were five parallel systems: (1) in 1966-1967, there were ninety-six classical colleges, eighty-one of which offered college-level instruction. A number offered courses leading exclusively to university entrance; none included vocational training. (2) In 1966-1967, some thirty-five institutions offered programs in homemaking education. They included: l'Institut de Pédagogie Familiale; l'Ecole de Spécialisation en Couture (Specialized Dressmaking School); l'Ecole de Spécialisation en Art Culinaire (Specialized Cooking School); the "institut familial" system. (3) In the system of technological institutes, there were five different categories accounting for forty-seven institutions. (4) The normal schools were very diversified: Protestant, Catholic, French- and English-language scholasticates for male and female members of religious orders, state and private normal schools, and so on. In spite of a considerable reduction in their numbers during the five years prior to 1967, there were still sixty-one normal schools. (5) In addition to these non-degree-granting institutions, the universities traditionally offered programs which have now been transferred to the CEGEP.

A publication of the Ministry of Education described the situation as follows:

> From this description, there emanates an impression of incoherence and anarchy: watertight divisions between pre-university training and vocational training; a multiplicity of administrative and pedagogical systems; a repetition of numerous subjects; a variation in entrance requirements at university level, between sectors and even within a single sector. All these disadvantages result from the fact that six parallel systems occupy the field of college education. The two chief disadvantages . . . are confusion and inequity . . . and a waste of resources . . .[43]

It was within this context that the CEGEP developed.

If any one document may be said to be the "charter" for the CEGEP, it is undoubtedly the Royal Commission of Inquiry on Education in Quebec. The commission was established in March 1961, with Alphonse Marie Parent as chairman. It began its work in May of the same year. In 1963, it visited educational institutions at all levels across Canada, in the United States, Western Europe, and Moscow. Upon its return, the first volume of the report was released. This led to the establishment in 1964 of the first ministry of education. After more than 400 interviews and discussions, the second volume of the report was presented to the provincial government in October 1964. Other volumes followed. The *Parent Report* recognized that "such a scattering of institutions was no doubt able, in days gone by, to meet the needs of families in the country and in small towns who thus had close at hand some institution in which their children might continue their studies."[44] The commission recommended that:

> . . . there be established a level of education complete in itself, of two years' duration, after the eleventh year, which shall be clearly separate from both the secondary school course and higher education.
>
> . . . [it] shall be the preparatory stage required for higher education, in the case of those intending to continue their studies, and, for all others, a terminal phase in general education and vocational training, preparing directly for a career.[45]

Further, the centres in which these studies would be given should be called "institutes"; all students who intend to go on to university should devote at least two years to pre-university studies before being admitted. Universities were asked to relinquish general and vocational instruction at this level. All educational centres beyond the eleventh year—universities, classical colleges, institutes of technology, schools of art and of music, "instituts familiaux," private colleges and other vocational schools—were asked to collaborate in the creation of the institutes. This would require the consolidation of their teaching staffs, their buildings, and their educational equipment.[46]

The dimensions of the commission's proposals were startling. Specifically, it asked whether some two hundred institutions, which in one way or another embodied the very fibre of French-Canadian culture and were responsible for its transmission, might now reorganize and come under new management with new objectives and new clientele.

The commission understood that they were proposing radical changes and demanding far-reaching readjustments and that there would emerge a system the shape of which could not be foreseen:

> We also know very well that real sacrifices will be asked of both institutions and persons—especially in the private system—of the French and English universities, of the classical colleges, the normal schools, the 'instituts familiaux.' The universities must give up certain fields of instruction which have traditionally been theirs; the other institutions will have to lose some part of their identity, become integral parts of larger wholes, transfer to the public system some of their freedom of action. Yet we are convinced that these institutions cannot, in any case . . . retain their former individual liberty and that they will have to merge, or be absorbed into, larger units of one sort or another. We are also convinced that in the evolutionary stage through which we are passing, a complete area or level of education cannot be entrusted in its entirety to the private system alone.[47]

The planning required to implement the proposals was carried out by a committee of about thirty members. It represented a cross-section of the educational milieu of the province: parents, school boards, teachers, classical colleges, universities. It was called the "Comité de Planification de l'Enseignement pré-universitaire et professionnel" of the COPEPP Committee. The committee worked for about a year and a half, from January 1965 to June 1966, preparing legislation and regulations to bring the commission's proposals into being. One of the early recommendations of the committee was that the name "institute" should be changed to "Collège d'Enseignment Général et Professionnel," or CEGEP in short. In the main, however, the recommendations of the Parent Commission were upheld and incorporated in the General and Vocational Colleges Act.

Royal commissions are sometimes appointed for "interesting" reasons not mentioned in the terms of reference. They may, for example, provide a government with a device to delay taking action. Not infrequently, the questionable purposes are well served but the report with its recommendations is received, filed, and forgotten. Not so in the case of the Royal Commission of Inquiry on Education in Quebec. It would be difficult to name any royal commission in the history of Canadian education whose judgments more profoundly altered the structure and process of the entire educational system of a province and with greater speed. Nowhere in Canada has a community college system come into being so quickly with such carefully predetermined positions. Philosophy, structure, and process were elegantly defined. With the clearest and most compelling logic, the commission spelled out ways in which colleges would be formed. It framed guidelines for their operation. Blueprints were drawn showing how the colleges would articulate with the secondary level schools on the one hand and the universities on the other, while at the same time meeting the sociological and technological requirements of a "new Quebec." This is not to suggest that all the commission's recommendations were implemented, nor that those adopted were done so effortlessly. Because changes came about so quickly and were not always accepted, it is understandable why the colleges became centres of agitation and students went on strike.

Comment on Provincial Variations

Each province has distributed the authority inherent in the administrative structure in a different manner. Several causes might be mentioned which account in part for the variations.

First, the college system varies in the manner in which it relates to the other educational systems within the province. The introduction of colleges forces fresh alignments in the entire educational complex of the province. A new level of education competes for students, teachers, and a share of fiscal and other resources. Thus the minister of education in British Columbia announced in May 1970, that the increase in the number of two-year colleges has led to a steady drop in Grade XIII high school enrollments. Under these circumstances, it was decided to eliminate that grade. The decision in February 1970, of the senate of The University of British Columbia to restrict enrollment of freshmen was also undertaken with the growth of community colleges as one of the contributing factors.

Another reason accounting for the distinctiveness of systems is the way in which each provincial government exercises its responsibilities: the degree of financial support it offers; the kind of leadership it gives or does not give; the freedoms it grants; the restraints it imposes; and the priorities it sets in its overall commitments. The highly urbanized and industrialized province of Ontario, for example, with sixteen degree-granting universities already in existence, created a college system shaped to meet its requirements for trained manpower, and to provide opportunities for further education which would not be university in nature.

Time available for consultation and planning is another factor contributing to variations in provincial systems. The political and administrative processes involved in their creation directly relate to the time factor. In Quebec and Ontario, pressures were such as to require college systems to be set up with astonishing speed whereas in Alberta and British Columbia circumstances allowed for a pattern of evolutionary growth.

In sum, the diversity in structure and function of college systems offers a special richness to education in Canada. Caution must be observed, however, in drawing conclusions from apparent differences. Each system is new and changing and can best be understood in its own provincial setting. While four college systems are discussed together in this section, they have not been analyzed on the basis of common denominators. In fact, an effort has been made to portray the operation of each system in its own terms because systems in each province rest on different assumptions. The system in Quebec, for example, was designed to articulate smoothly as the third level in a four-tiered structure. In Ontario, the system was designed to care for the post-high school needs of 80% of its youth who would not normally be attending a university. Alberta has brought out a new model so to speak, of a provincial college organization and is just beginning to try it out whereas British Columbia prefers gradual alteration and steady growth; its system represents less a break with tradition than a logical expression of it.

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2. Clark, Robert, as reported in the LETHBRIDGE HERALD, September 28, 1970, p. 9.
3. The bulk of information in this chapter is taken from a book entitled COMMUNITY COLLEGES IN CANADA written by the present writer and published by McGraw-Hill-Ryerson, January 1971.
4. British Columbia, THE PUBLIC SCHOOLS ACT, 1960, c. 319; 1961, c. 53; 1962, c. 54; 1963, c. 36; 1965, c. 41; 1967, c. 42; 1968, Bill 86.
5. John B. Macdonald, HIGHER EDUCATION IN BRITISH COLUMBIA AND A PLAN FOR THE FUTURE (Vancouver: The University of British Columbia, 1962).
6. For an admirably researched plan proposing a community college for Vancouver Island, see Leonard March, A REGIONAL COLLEGE FOR VANCOUVER ISLAND, Parts I and II (Vancouver: The University of British Columbia, 1965). (Mimeographed.)
7. The terms of reference of the academic board are found in the UNIVERSITIES ACT, Chapter 52, 11-1, Eliz. II, Sections 76-82. The act does not provide for members to be nominated by community colleges.
8. In 1968, the Southern Alberta Institute of Technology experienced with startling abruptness a series of disputes. The minister of education appointed a select committee to inquire into the issues that had been raised. The report touches on some of the questions raised in this section. See REPORT OF THE MINISTER'S SELECT COMMITTEE ON THE OPERATION OF THE SOUTHERN ALBERTA INSTITUTE OF TECHNOLOGY, April 29, 1969, p. 45. (Mimeographed.)
9. The history of the development of Lethbridge Junior College has been recorded in a thesis written by Markle. See Alexander G. Markle, "Genesis of the Lethbridge Junior College." Unpublished Master's thesis, The University of Alberta, 1965.
10. AN ACT RESPECTING THE UNIVERSITY OF ALBERTA, Chapter 42 (Edmonton: The Queen's Printer, 1910).
11. S. V. Martorana, A COMMUNITY COLLEGE PLAN FOR LETHBRIDGE, Alberta (Lethbridge: Collegiate Institute, 1951).
12. Alberta, THE PUBLIC JUNIOR COLLEGES ACT, 7 Eliz. II, c. 64 (1958).
13. Survey Community of Higher Education in Alberta, FIRST, SECOND, THIRD, AND FOURTH INTERIM REPORTS (Edmonton: The University of Alberta, 1961, 1963, 1965, 1966).
14. AN ACT TO AUTHORIZE ASSISTANCE TO THE UNIVERSITY OF ALBERTA AND TO JUNIOR COLLEGES, Chapter 102 (Edmonton: The Queen's Printer, 1964).

15. REPORT OF THE ROYAL COMMISSION ON EDUCATION IN ALBERTA (Edmonton: The Queen's Printer, 1959).

16. Andrew Stewart, A SPECIAL STUDY ON JUNIOR COLLEGES (Edmonton: The Queen's Printer, 1966).

17. The press release was issued July 6, 1965. It was not indicated who made the release. It is quoted in part in A. Stewart, *op. cit.*, p. 7.

18. THE JUNIOR COLLEGE REPORT of the Lecture Series of the Banff Regional Conference of School Administration, J. E. Seger and G. L. Mowat (eds.) (Edmonton: The Department of Educational Administration, Faculty of Education, The University of Alberta, 1966).

19. REPORT OF THE FACT FINDING COMMITTEE ON POST-SECONDARY AND CONTINUING EDUCATION IN ALBERTA (Edmonton: The University of Alberta, 1966).

20. AN ACT TO AMEND THE PUBLIC JUNIOR COLLEGES ACT, Chapter 64 (Edmonton: The Queen's Printer, 1967).

21. A Summary Statement of Proposals of the Provincial Board of Post-Secondary Education to the Honourable R. Reierson, Minister of Education and Cabinet Reactions to the Proposals in Principle. Released by the Honourable R. Reierson (n.d.).

22. AN ACT RESPECTING A PROVINCIAL COLLEGE SYSTEM (Edmonton: The Queen's Printer, 1969).

23. Ontario, DEPARTMENT OF EDUCATION AMENDMENT ACT, 1965, 13-14, Eliz. II, c. 28 (1965).

24. O. Reg. 268/65.

25. Ontario, THE CORPORATIONS ACT, 1960, c. 71; 1962-63, c. 24; 1965; c. 21; 1968, c. 69. "This in effect gives the board of governors the powers of a corporation as amended by any regulations the Minister may see fit to execute. Unfortunately, a ruling by the Ontario Labour Relations Board on an application by the Civil Service Association to represent the maintenance staff ruled that for purposes of labour representation the colleges were 'crown agencies.' This in effect brought all staff under the Crown Agencies Act and limited their bargaining powers. This was not the original intention of the government and corrective legislation is being introduced early in the new year. The Boards are really not 'crown corporations' in the normal meaning of the term." (Personal communication from N. A Sisco, December 16, 1969).

26. N. A. Sisco, THE GLOBE AND MAIL, Toronto, Friday, March 21, 1969, p. 27.

27. THE RYERSON POLYTECHNICAL INSTITUTE ACT, *op. cit.* In early 1970, a commission headed by Professor McCormick Smythe of York University, Toronto, began studying the structure and function of Ryerson at the request of its board of governors. The inquiry includes academic as well as administrative matters, and involves faculty, students, alumni, and the public. The existing board of governors has ten members who are appointed by order-in-council. The board includes two students and two faculty members chosen in campus elections.

28. Douglas T. Wright, REPORT ON THE ONTARIO COLLEGE OF ART (Toronto, September, 1968).

29. See Note No. 13, Chapter II.

30. Ontario, RYERSON POLYTECHNICAL INSTITUTE ACT, 1962-63, c. 128; 1966, c. 139. If space permitted, a good deal more ought to be said about the influence of Ryerson in the development of technological training in Ontario, indeed, in Canada. One enthusiastic supporter writes that it was ". . . the mother and father of all the provincial institutes of technology except the Lakehead. The principals of the four institutes of technology were all former Ryerson Heads." (Personal communication).

31. Statement by the minister of education in the legislature, May 21, 1965. This statement also appears in "Basic Documents," June, 1966, p. 14.

32. THE EDUCATIONAL AIMS AND PROPOSED DEVELOPMENT OF SHERIDAN COLLEGE OF APPLIED ARTS AND TECHNOLOGY, a brief presented to the Council of Regents, May, 1968, pp. 4-7.

33. See Francis Kelly, "Educational Opportunity in the Province of Ontario, Canada," (part I: An Analysis of Educational Opportunity, 1966-67; Part II: The College of Applied Arts and Technology: Problems of Role, Staff and Relationship) (n.d.), Part I, 24 pp.; Part II, 34 pp. (Mimeographed).

34. R. S. Harris, *op. cit.*, p. 86. I am indebted to Professor Harris for much of the historical information contained in this paragraph and the two that follow.

35. R. S. Harris, *ibid.*, pp. 86-87.

36. John Millar, THE EDUCATIONAL SYSTEM OF ONTARIO (Toronto, 1893), pp. 111-112; quoted in R. S. Harris, *ibid.*, p. 88.

37. Royal Commission on Education in Ontario, REPORT, 1950, pp. 56-58; quoted in R. D. Mitchener, *op. cit.*, p. 410.
38. Sidney E. Smith, University of Toronto, PRESIDENT'S REPORT FOR YEAR ENDED JUNE, 1952 (Toronto: University of Toronto Press, 1952), pp. 3-4.
39. Grade 13 Study Committee, 1964, REPORT (Toronto: Department of Education, 1964).
40. M. Bertrand, speech delivered before the Legislative Assembly on the occasion of the second reading of BILL 21, reprinted in "General and Vocational Colleges Act," supplement to EDUCATION WEEKLY, July 7, 1967, pp. I-II.
41. College Education and the General and Vocational Colleges, *op. cit.*
42. "General and Vocational Colleges Act," supplement to EDUCATION WEEKLY, July 7, 1967, p. VI.
43. Quebec, Department of Education, COLLEGE EDUCATION AND THE GENERAL AND VOCATIONAL COLLEGES (Quebec: The Department, 1968), p. 26. The information in the preceding paragraph is found in the same publication, pp. 18-24.
44. Royal Commission of Inquiry on Education in the Province of Quebec, REPORT, Vol. II (Quebec: Printer for the Government of the Province of Quebec, 1965), p. 161, para. 260.
45. Royal Commission of Inquiry on Education in the Province of Quebec, *op. cit.*, pp. 368-369.
46. *Ibid.*, p. 161, para. 260.
47. *Ibid.*, p. 189, para. 301.

Provincial Developments—1970

The description of provincial post-secondary education systems presented in this chapter reveals the diverse ways and means of identifying and providing educational opportunities. In Prince Edward Island and Ontario, the needs of students are seen to best be served in vocational and technical institutes. In Alberta they are served by three distinct post-secondary institutions—the community college, the agricultural college and the institutes of technology. Provision for provincial systems may range on the continuum from British Columbia on one extreme, requiring that one or more boards of public school trustees are responsible for the establishment and operation of colleges to the other end of the continuum, where the province of Quebec restructured the entire educational system from primary through graduate school in one organizational sweep.

The experimental advantages of each province meeting unique problems in unique ways can be rewarding, but the diversity can be confusing. In nomenclature alone problems arise: for instance, is a community college simply one that does not grant bachelor's, master's, and doctoral degrees? Or does the term imply an institution providing pre-university or pre-employment training? Some provinces encourage the development of comprehensive institutions with transferable vocational, technical, and community services programs. Other provinces by legislation, restrict the activity of the college to a narrow field. To better understand the range of alternate patterns of provincial systems across Canada, the following papers have been prepared. The author of each statement is involved in post-secondary education in his province as a member of the provincial government, as a trustee, or as an administrator in one of the institutions. While none of these papers represents a definitive nor exhaustive treatment of the respective systems, they do provide an adequate background of information.

Editor

College Education in Alberta

Dr. Henry Kolesar

The post-secondary system in Alberta includes the following sub-systems:

Universities;
Technical and Vocational Institutes or Centres;
Agricultural and Vocational Colleges;
Public Colleges;
Private Colleges; and
Other Private Schools.

In addition, in the area of Continuing Education, public and separate school boards offer adult credit and non-credit courses in the evening.

There are three universities presently in operation in the Province—one each in Edmonton, Calgary, and Lethbridge. The government has announced that a fourth university will be established in the St. Albert area.

The technical and vocational institutes and centres include the Northern Alberta Institute of Technology in Edmonton, the Southern Alberta Institute of Technology in Calgary, an Adult Vocational Centre in each of Edmonton and Calgary, and another in Fort McMurray, a centre for Petroleum Industry Training in Edmonton; and in association with each of these are programs for training in industry.

There are three agricultural colleges, one located in each of the following centres: Fairview, Vermilion and Olds.

Public colleges are in operation in Grande Prairie, Red Deer, Calgary, Lethbridge, and Medicine Hat. An additional college is to be established soon in Edmonton.

There are three private affiliated colleges in Alberta, that is, affiliated with an Alberta university. These are Corcordia College and College St. Jean in Edmonton, and Camrose Lutheran College. In addition there are several private colleges that are not affiliated with an Alberta university. Two examples of these are Hillcrest Christian College in Medicine Hat and Canadian Union College in Lacombe.

The full-time equivalent day enrollments in these institutions during 1968-69 were approximately as follows:

In the Universities	about 27,000
In the Technical-Vocational Institutes and Centres	about 10,000
In the Agricultural and Vocational Colleges	about 700
In the Public Colleges	about 3,200

for an overall total of over 40,000.

Considering that in 1968-69 there were approximately 25,000 people in Alberta in each of the four age categories 19-22 years, this total of 40,000 represents only 2/5 of the group in the four year category.

Universities and public colleges are governed directly by boards of governors; the institutions in the technical and vocational sub-system are administered directly by the Department of Education; the agricultural and vocational colleges are administered directly by the Department of Agriculture; and the private colleges are each governed by a board of governors.

The universities and the public colleges receive grants directly from their respective Commissions. The Commissions, in turn, receive their grants from the Provincial Government. The grant to the Commission is a per capita grant whereas the grant from the Universities Commission to the universities is a formula grant. The grant to the colleges also is a formula grant but on the basis of a different formula from that used by the Universities Commission. The provincially-owned institutions are financed on a budget approval basis.

Programs vary in the various types of institutions. The emphasis at the present time in the technical-vocational sub-system is upon technologies, and mainly programs based in the physical and applied sciences. The agricultural colleges have programs which are geared mainly to the agricultural industry. The public colleges have a program scope which includes university transfer, post-secondary programs based in the social sciences and humanities, and some programs borrowed from the institutes of technology. On the whole, however, the public colleges are attempting to complement the services provided by the other types of institutions, including universities, and are therefore not expanding extensively into the technical areas.

Coordination

The university system is coordinated by a Universities Commission which, in addition, acts as an intermediary between the universities and government, and between the universities and other systems. Several years ago, a Board of Post-Secondary Education recommended that public colleges, the institutes of technology, the agricultural and vocational colleges, and other similar institutions be considered parts of one post-secondary non-university system, and that a Colleges Commission be established to replace the Board of Post-Secondary Education, with powers to coordinate the operation of all these institutions.

In the 1969 session of the Alberta Legislature a new *Colleges Act* was assented to and subsequently proclaimed. The new *Act* provides for the establishment of a Colleges Commission which is now, in fact, in operation, and also provides permissive legislation for the inclusion of the provincially-owned institutions, in part or completely, as public colleges within the system. While the provincially owned institutions have not yet been brought into the system, it is likely that because of problems of coordination they will have to become members of this system, as provided for in the legislation, or in some other way.

Research and Planning

In the Province of Alberta there are several authorities involved in performing these two functions. There are three agencies with the name Human Resources preceding other terms. The first is the Human Resources Research Council whose function it is to perform such research as may be required to support decisions by government and other agencies with respect to human resource development in the Province of Alberta. Second, there is a Human Resources Development Authority which is concerned primarily with the establishment and direction of human resource development activity across the Province. Third, there is a Human Resources Advisory Committee whose function it is, at the present time, to review ongoing government supported programs to determine whether or not there is unnecessary duplication of these programs.

The second major authority that has been recently established to give consideration to research and planning in education is the Commission on Educational Planning. The Commissioner is Dr. W. H. Worth, and he has a Commission Board consisting of eight additional persons. In its early deliberations the Commission Board decided that three levels of education ought to be examined over three years, these levels being the Nursery School—Grade 12 level, the post-secondary level, and finally, lifelong education. A Task Force involving another eight to ten people, besides the Commission Board, has been established to give specific attention to each of these levels. Within the levels the following topics are being given specific consideration: aims, curriculum, teaching and learning, personnel facilities, finance, administration and organization, and research and planning.

The Planning Commission has employed consultants to prepare position papers on each of the elements. In addition, they have requested all interested individuals and groups in the Province to make submissions to the Commission on Educational Planning. It has scheduled hearings to be held in a variety of centres across the Province during the next year, and also there will be a series of conferences, some of a general nature to examine the whole area, and some designed to achieve some special purpose including the consideration of the position papers and the consideration of reports of the Task Forces. In addition to these activities, the Human Resources Research Council is preparing for the Commission a series of studies of the future.

It is intended that the Commission will make recommendations in a report to be filed in 1972 with respect to the existing system, and also with respect to the future of the system relative to the needs of individuals, as identified in the studies of the future.

Trends

Of the various trends in post-secondary education in Alberta, the following are considered to be significant at this time:

1. There are increasing enrollments both in the absolute and relative sense in all post-secondary institutions.
2. There is a continuing reassessment of instructional purpose and of all aspects of operation in all post-secondary institutions.
3. There is increasing demand for resources: for personnel, for facilities, and for funds.
4. There are increasing stresses associated with the growth and change of institutions.
5. There is increasing demand by the public for justification by each institution of its purposes and procedures.
6. There is increasing demand from all authorities for long-range planning.
7. There is increasing demand for central coordination and planning, accompanied by a demand for greater local autonomy for institutions and for greater freedom for individuals and groups within the institutions to make decisions.

Conclusion

This is a most exciting time for all persons associated with the total operation of the post-secondary system. There is an abundance of opportunities for leaders of various kinds: for visionaries, for planners, for researchers, and for people directly associated with the operation of institutions—the students, the teachers, the trustees or governors, the administrators, and in fact for persons outside these institutions as well.

It is my hope that all of us will accept the demands that face us from day to day as challenges and that we can, through our cooperative effort, ensure that those trends that seem to be desirable will continue, and that those trends which are undesirable will be redirected.

College Education in British Columbia

C. Peter Jones

History

In 1960, British Columbia had one public university, the University of British Columbia, an affiliated feeder college—Victoria College and three provincial vocational schools.

In the early sixties, the explosive growth of demand for higher education was forecast in the "MacDonald Report," prepared by Dr. John MacDonald, at that time President of UBC. Today, there are three public degree granting universities—UBC, Simon Fraser University and the University of Victoria, and one private university; Notre Dame University, in Nelson, B.C. Today also, there are the following public colleges in operation:

Vancouver City College
Selkirk College
Capilano College
Okanagan College
The College of New Caledonia
Malaspina College
Douglas College
Cariboo College

Colleges are also being planned for Victoria and for the Upper Fraser Valley area.

There are now ten provincial vocational schools.

In addition, the British Columbia Institute of Technology was opened in 1964 in Burnaby, and trains technologists in a wide range of subjects. The courses, which are usually of two-year duration, lead to the nationally recognized Diploma of Technology.

In the Spring of 1970, the Government of British Columbia announced its intention of combining the ten provincially operated vocational schools with the colleges that exist or will come into being in the regions in which the vocational schools are located. This "melding" will start in April, 1971. The governing legislation (The Public Schools Act) states that:

"College" means a college established under the provisions of this Act by a Board of School Trustees of a School district or by the Boards of School Trustees of two or more school districts in which courses of instruction in the first and second years of university work, courses of other post-secondary instruction and training, and other adult courses of instruction and training are offered to persons over school age by the college council under the provisions of this Act.

Comprehensiveness

The colleges offer five services to regular students.

1. Academic courses at first and second year university level.
2. Career oriented courses, generally of two years duration or less.
3. Make-up or college preparatory courses.
4. Counselling.
5. General education.

In addition, colleges provide extension or community service programs.

To date, enrollment in colleges has consisted largely of students who have recently graduated from high school and who enter with some intention of going to a university. Educational history in B.C. makes this understandable. In the past, the secondary schools provided two programs: (1) a "University Program," through which the academically capable student could qualify for the universities or for B.C.I.T.; (2) a "General Program," which was essentially a watered-down University Program, but was intended to be job-oriented and terminal. In the early sixties, the new secondary school programs were introduced. The new programs offer five streams to the student. These programs are based on the concept that interests, aptitudes and abilities vary and that ability in, for example, art or in cooking should enjoy the same encouragement and prestige as ability in say, Chemistry or Latin. The five streams are:

1. Academic-technical
2. Commercial
3. Service
4. Industrial
5. Graphic and Performing Art.

Students who graduated from the Academic-technical program were eligible for admission to the university or to B.C.I.T. Today, the universities are raising the standing required for admission, but students so eliminated have access to the academic programs in the colleges. In addition, many students eligible for university are electing to do one or two years academic work at a college where they have the advantages of smaller classes, lower fees, and geographic proximity. Those students who enter a post-secondary academic program because of the parental or social pressures have, in the colleges, an opportunity to discover other avenues, particularly the career oriented courses and to switch with a minimum loss of time.

Graduates from other secondary school streams, many of whom were capable of higher education, were at a dead end until the colleges were started. The colleges provide post-secondary education opportunities for students from all secondary streams. These opportunities are in the form of "Career Courses," many of which are two year courses, leading to a college diploma.

In addition, the colleges provide preparatory programs for those students who lack the necessary formal academic background. This type of education is provided in a flexible manner enabling the student to pick up the necessary background in the shortest time.

Counselling, both educational and personal, is considered increasingly important in colleges to enable the student to make effective use of the opportunities available.

The demand for continuing general education by persons of all ages is growing. Some colleges, particularly in the urban area, are getting large enrollments of "mature" students, in both academic and technical courses. This manifestation of a desire for continuing education is being encouraged because of the importance of a well-educated and informed citizenry in any democratic society. The mixing of a sprinkling of forty and fifty-year olds with those in the teens and twenties in all courses, and particularly in the Humanities, is generally approved by all. Colleges are developing academic courses especially for this clientele, for example, Creative Writing courses, etc., which do not carry transfer credits to the university.

In summary, the colleges provide five functions:

1. Academic Transfer courses

2. Career Oriented Technical and Vocational courses
3. Basic Education or College Preparatory courses
4. Counselling
5. General (or continuing) Education.

In addition, some colleges provide a great variety of Community Service Programs, such as, weekend seminars, evening lecture series, etc. Some of the seminars deal with urban problems and some are put on by the local Indian residents.

Articulation

Articulation is, by arrangement, between the institutions and is generally developing well after some initial difficulties. Entrance to the college is by an "open-door" policy with some control to give reasonable assurance that the student will be able to benefit from enrolling in the college. Nearly all Academic Transfer courses at the colleges receive credit at all B.C. Universities. Students enrolling in a college and intending to transfer in a following year to the University are advised to consult that University so that courses taken at the college provide the necessary background. Articulation has also been arranged from the colleges to B.C.I.T. Certain B.C.I.T. courses have been arranged so that the first year subjects can be taught in the colleges without a great deal of elaborate equipment with students transferring for the second year to B.C.I.T. for that part of the work which requires the more sophisticated equipment. Problems of transfer from university to colleges and from universities to B.C.I.T. are being handled on an individual basis.

Financing

Colleges are financed from three sources:

a. Provincial Grants
   60% of approved operating costs.
   60% of approved capital, except for land acquisition.
b. Student Fees
   generally $200.00 per academic year for a full course.
c. Local Taxes
   all land acquisition costs.
   balance of other costs (that is, 40% less the fees).

Control

Colleges to date have been started because of local demand. With the exception of Vancouver City College, which is supported by the Vancouver School District and is a child of the Vancouver School Board, all colleges are supported by two or more school districts and were started by the school boards of these districts co-operating to propose a regional college. Once provincial approval was obtained for the proposed college, the proposal was submitted to local plebiscite. When approved by the voters, the college came into existence, and local taxpayers were committed to their share of operating expenses. Major capital expenditures for site and buildings requires a 60% favorable vote in the regional wide referendum. To date, only Selkirk College has successfully passed a referendum and built a permanent campus. Vancouver City College has a new campus acquired through selling of old school sites. All other colleges are operating in rented facilities.

The colleges are operated by College Councils, consisting of representatives from the tributary school boards, a district superintendent of one of the tributary boards and some government appointees. The Principal of the college attends all meetings of the council.

Provincial Associations

The Academic Board for Higher Education

This Board advises the Government on matters of Higher Education. It has been very effective in working on articulation of Colleges with the Universities.

British Columbia Colleges Association

Created in 1967, this association of College Councils has met once or twice a year since then. It has a volunteer executive and secretary. Fees are governed by the year's operations and have not exceeded $500.00 per year per college. The Association acts as a clearing house of information and as a vehicle for joint action. It generally is active only when an issue requiring joint action arises. The Association at present is exploring the possibility of encompassing a wider representation from the colleges to include faculty and students.

British Columbia Group of Principals

Since 1969, there has been an informal working committee of the principals of the colleges. This group meets every two or three months to discuss mutual concerns and to share experiences and problems. There are no plans at present to form this group into a more formal body.

Association of College Faculty

A College Faculties Federation was officially formed early in 1970 and is a formal association of all the Faculty Associations of the Colleges of the province.

Provincial Student Associates

At least two provincial student associates have been started. Their activity has varied and possibly major changes will be required before an association truly representative of students evolves.

Structure of Post-Secondary Education in Ontario

H. W. Jackson

Introduction

Ontario seems to have a knack for creating new educational patterns and institutions in response to new educational needs. The Minister of Education has pointed with justifiable pride to the establishment of twenty colleges of applied arts and technology within a span of less than two years. As a result of this "response to need" rather than a "systems" approach, Ontario has developed some post-secondary education patterns which are unique in North America. Figures I and II.

For example, the Grade 13 senior matriculation year was introduced some one hundred years ago to provide in the local grammar school the first year of a university course. Not until the Fiscal Arrangements Act spelled out the conditions for federal support of post-secondary education was the Grade 13 year thought of as "post-secondary" education. In fact, through the Grade 13 in local secondary schools, Ontario introduced the concept of the local junior college transfer program half a century before it appeared in the United States. The Grade 13 year still in existence in Ontario secondary schools is shared by only two other Canadian provinces and by none of the American states.

It would also appear to have been the general belief that the Department of Education's area of concern was limited to the formal K-13 program. As is apparent from the attached model for post-secondary education in Ontario, other provincial government departments have established their own vocationally-oriented institutions quite independently of the Department of Education. The model is incomplete in that it shows only those institutions receiving provincial financial support. Private colleges such as church related institutions, Chiropractic College, etc., are not included.

Universities

As a result of the long-standing Grade 13 program in the secondary school system, the General Arts program in Ontario universities has become a three-year program with an admission requirement of 60% in specified Grade 13 subjects. In recent years, one or two universities have admitted top students from Grade 12. Until some ten years ago, the Grade 13 year served to limit university enrollment to available facilities. However, to accommodate the rising aspirations of the public for a university education during the early 1960's, Ontario universities went through a period of rapid expansion with several new universities coming into existence.

This rapid expansion in turn generated a need for a device to administer government policy with respect to operating and capital grants to Ontario universities. The mechanism selected was a new Department of University Affairs which came into existence in 1964. The Honourable William G. Davis is the Minister of both the Educationand the University Affairs portfolios at present. In other aspects, these two departments function independently. Whereas the Department of University Affairs administers government policy, a Committee on University Affairs composed of a full-time chairman and approximately equal numbers of university faculty and lay members was established "to study matters concerning the establishment, development, operation, expansion

Figure I
Structure of Post-Secondary Education in Ontario

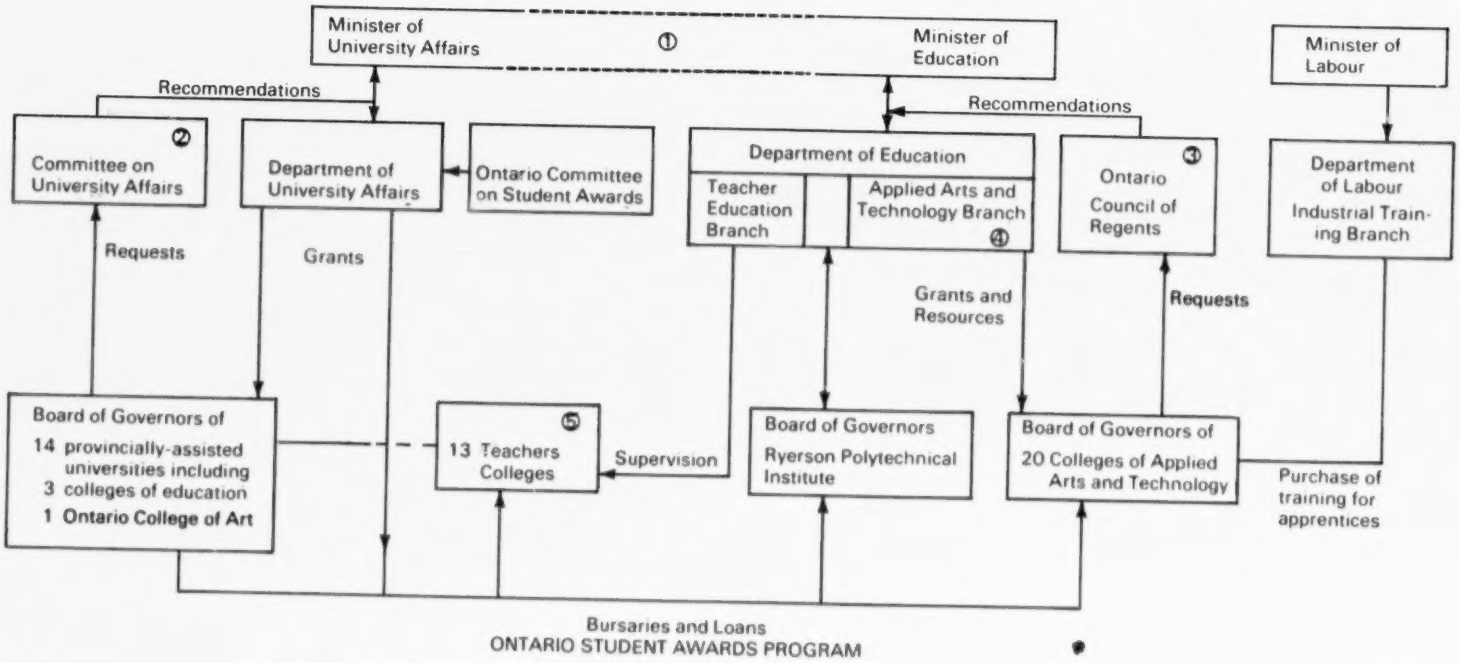
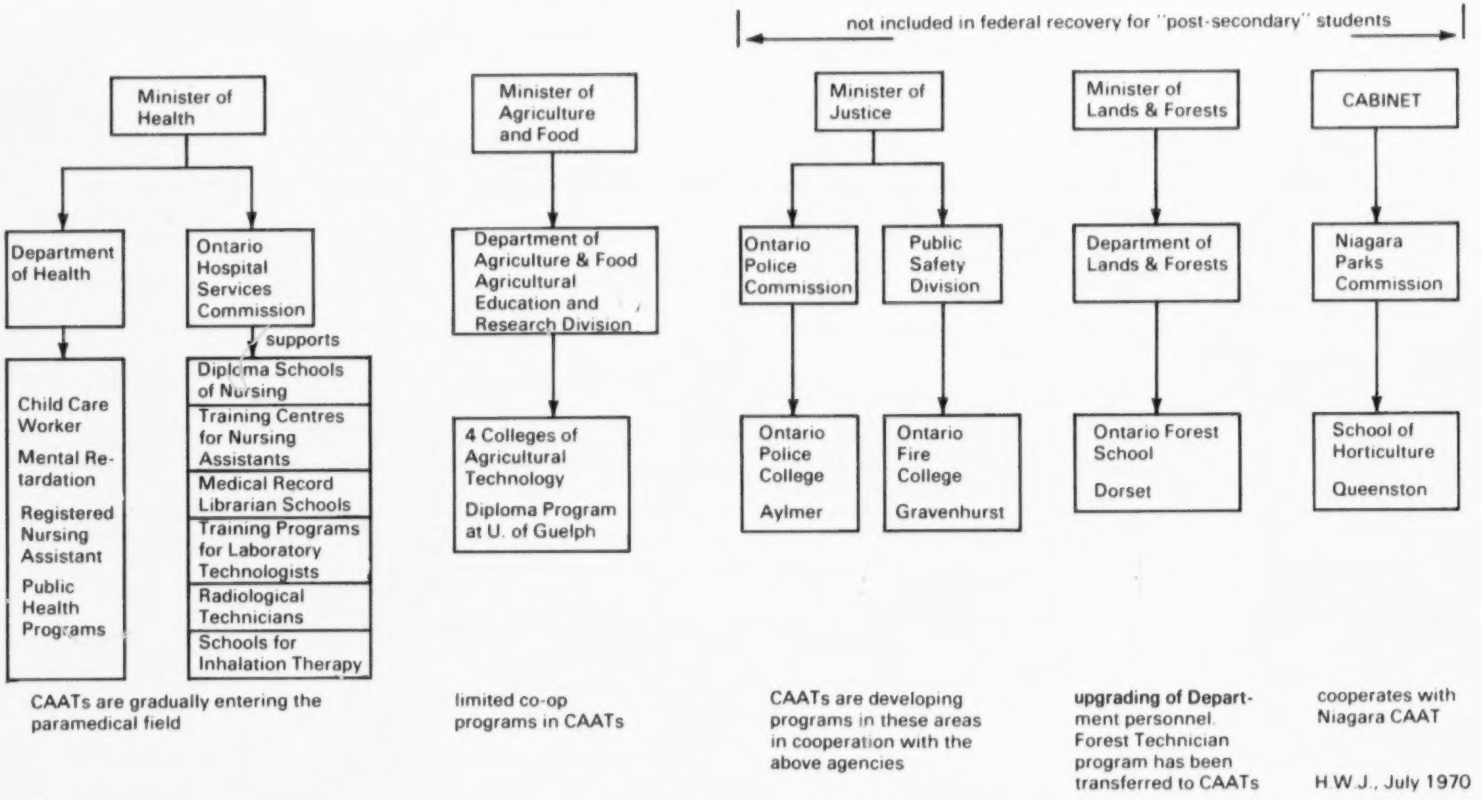

Minister of University Affairs
①
Minister of Education
Minister of Labour
Recommendations
Recommendations
②
Committee on University Affairs
Department of University Affairs
Ontario Committee on Student Awards
Department of Education
Teacher Education Branch
Applied Arts and Technology Branch
④
③
Ontario Council of Regents
Department of Labour Industrial Training Branch
Requests
Grants
Grants and Resources
Requests
Board of Governors of
14 provincially-assisted universities including
3 colleges of education
1 Ontario College of Art
⑤
13 Teachers Colleges
Supervision
Board of Governors Ryerson Polytechnical Institute
Board of Governors of 20 Colleges of Applied Arts and Technology
Purchase of training for apprentices
Bursaries and Loans
ONTARIO STUDENT AWARDS PROGRAM

Figure II

Structure of Post-Secondary Education in Ontario (cont.)


not included in federal recovery for "post-secondary" students
Minister of Health
Department of Health
Ontario Hospital Services Commission
Child Care Worker
Mental Retardation
Registered Nursing Assistant
Public Health Programs
supports
Diploma Schools of Nursing
Training Centres for Nursing Assistants
Medical Record Librarian Schools
Training Programs for Laboratory Technologists
Radiological Technicians
Schools for Inhalation Therapy
CAATs are gradually entering the paramedical field
Minister of Agriculture and Food
Department of Agriculture & Food Agricultural Education and Research Division
4 Colleges of Agricultural Technology
Diploma Program at U. of Guelph
limited co-op programs in CAATs
Minister of Justice
Ontario Police Commission
Public Safety Division
Ontario Police College
Aylmer
Ontario Fire College
Gravenhurst
CAATs are developing programs in these areas in cooperation with the above agencies
Minister of Lands & Forests
Department of Lands & Forests
Ontario Forest School
Dorset
upgrading of Department personnel. Forest Technician program has been transferred to CAATs
CABINET
Niagara Parks Commission
School of Horticulture
Queenston
cooperates with Niagara CAAT
H.W.J., July 1970

and financing of universities in Ontario and to make recommendations thereon to the Minister . . ." The Committee of Presidents of Universities of Ontario forms a counterbalance and a line of communication between the universities and the Committee on University Affairs.

The Department of University Affairs also administers the Ontario Student Awards Program as it applied to all eligible post-secondary students in Universities, technical institutes, colleges of applied arts and technology, teachers' colleges and private colleges. These awards combine bursaries from provincial funds with the Canada Student Loan plan. The Ontario Committee on Students Awards, composed of university and college awards officers, students and faculty, makes recommendations to the Minister of University Affairs concerning policy and procedures related to the Student Awards program.

The Department of University Affairs is also the instrument for providing financial assistance to several anomalous institutions such as the Art Gallery (Toronto), Royal Ontario Museum (Toronto), Royal Botanical Gardens (Hamilton), and the Ontario College of Art (Toronto). Although the Ontario College of Arts is more closely related to the present colleges of applied arts and technology, it functioned under a board of governors prior to the establishment of CAATs. Consequently, it has received its operating grants through the Department of University Affairs.

Colleges of Education and Teachers' Colleges

Ontario's system of teacher training differs from the customary pattern in most North American jurisdictions. The one-year teacher training programs lead to certification, rather than to a degree in education. Until now, a degree in education in Ontario has been considered to be a graduate program, usually undertaken after teaching certification has been obtained. Secondary school teachers have been trained in the Ontario College of Education which has been attached to the University of Toronto. Similarly, two new colleges of education are both attached to universities. Colleges of Education are financed through the Department of University Affairs by grants which are separate from the regular university operating grants. The requirements for certification are determined by the Department of Education, and the capital building projects for colleges of education are undertaken by the Department of Public Works.

Elementary school teachers are trained in teachers' colleges which, in the first instance, have been centrally administered by the Department of Education. Faculty members in the teachers' colleges have been civil servants. Until the present time, the admission requirement has been Grade 13. Commencing in the Fall of 1971, applicants must have credit for a further year of studies at the university level. Along with the policy of gradually increasing the level of education of elementary school teachers to the degree level, there is a move to have teachers' colleges become the Education Faculties of neighbouring universities. Some colleges have already been transferred to the local universities. The remainder will be transferred during the next year or two.

Provincial Technical Institutes

In the quarter century since World War II, provincial technical institutes have come and gone in the development of post-secondary education in Ontario. They have served to bridge the gap in specialized technical and (more recently) business education at the post-secondary level as the province responded to the rapid industrialization of the post-war years. The first two institutes were the specialized Institute of Mining (Haileybury) and Institutes of Textiles (Hamilton). Later institutes became polytechnical.

A second type of institute—the provincial institutes of trades—provided facilities for apprentice training. In the early 1960's, a third type of institute which combined apprentice training with technical courses for fee-paying post-secondary students—the Ontario vocational centres—came into existence.

All three types of provincial technical institutes were centrally administered by the Department of Education. In the first instance, there was no separate post-secondary structure within the Department and the seven institutes of technology and three institutes of trades were administered by secondary vocational education officials. With the development of three Ontario vocational centres in the early 1960's, and to administer the various programs under the former Technical and Vocational Training Agreement with the federal government, a separate Technological and Trades Training Branch within the Department of Education was established in 1963. (Later, after legislation established colleges of applied arts and technology, this Branch was renamed the Applied Arts and Technology Branch.) During the 1967/68 college year, all provincial technical institutes, except Ryerson Polytechnical Institute, were transferred to the boards of governors of the colleges of applied arts and technology for the respective areas.

Ryerson Polytechnical Institute

In 1963, as an experiment in decentralized administration of an institute of technology, Ryerson Institute of Technology—the largest and best known of the provincial technical institutes—became the Ryerson Polytechnical Institute with a board of governors appointed by order-in-council. Since Ryerson Polytechnical Institute was created by a separate act of the legislature, it has not been incorporated into the system of colleges of applied arts and technology. Thus, at the moment, Ryerson is somewhat of an anomaly in the structure of post-secondary education in Ontario.

Colleges of Applied Arts and Technology

In responding to the rapid increase in public demand for further education during the early 1960's, the Ontario government rejected the theory that everyone should be able to attempt a degree program. The policy chosen was that the government should provide the opportunities necessary to enable each individual, through education, to develop his potentialities to the fullest degree. This policy required the establishment of a form of post-secondary education which would be a viable alternative to university degree programs. Since the Grade 13 year in secondary schools was essentially a university transfer program, and since there were fourteen provincially-assisted universities fairly well distributed geographically throughout the province, there was no requirement for additional transfer courses. To maintain their individuality, Ontario's "community colleges" were purposely named "colleges of applied arts and technology" and were prohibited from offering transfer courses per se. As was anticipated, *all* two- and three-year diploma CAAT programs are, in effect, transfer programs. Any CAAT graduate whose record indicates that he or she can benefit from further study at the university level is accepted into Ontario universities with appropriate credit.

An amendment to the Department of Education Act in 1965, authorized the minister of education to establish colleges of applied arts and technology which have three major responsibilities:

1. to provide courses of types and levels beyond, or not suited to the secondary school setting;
2. to meet the needs of graduates from any secondary school program, apart from those wishing to attend university; and
3. to meet the educational needs of adults and out-of-school youth, whether or not they are secondary school graduates.

These wide-ranging responsibilities now make it possible for many of the isolated post-secondary programs shown in the model to be coordinated through the facilities of colleges of applied arts and technology. Several such transfers are already under way. For example, administration of adult retraining programs in Ontario has now been transferred from local boards of education to colleges of applied arts and technology.

The legislation also provided for a Council of Regents to assist the minister of education in the planning, establishment and coordination of programs of instruction and services for colleges of applied arts and technology. The Council of Regents consists of fifteen lay members. The first chairman was the retired principal of Ryerson Polytechnical Institute. In May 1970, a full-time chairman was appointed.

Although central administration of the provincial technical institutes had been quite satisfactory during the post-war years, the system did not have the flexibility required to meet the broad responsibilities assigned to colleges of applied arts and technology. Consequently, local administration of each college is delegated to a twelve member board of governors. Eight members are appointed by the Council of Regents. The remaining four are appointed by the municipal governments in the college area.

Except in northern Ontario, CAATs are "commuter" colleges. Location of the colleges to provide maximum accessibility was solved by using the ten regional development areas as the basis for planning, population data indicated that some areas would require more than one college. Hence the province was divided into nineteen college areas and a board of governors was appointed for each area. Subsequently, one area was subdivided into two separate college areas. Thus there are now twenty colleges of applied arts and technology, some of which operate from more than one campus. Selection of the most suitable site for a college within the college area was the responsibility of the local board of governors.

The Applied Arts and Technology Branch of the Department of Education provides the machinery for administering the operating and capital grant support to colleges of applied arts and technology. In addition, the Branch acts as a liaison between the colleges and other government agencies to facilitate implementation of special agreements such as adult retraining, apprentice training, etc. The Branch also is equipped to act as a resource centre for the colleges in the development of new programs and facilities, and to act as a secretariat to the Council of Regents.

Apprentice Training

In Ontario, the Department of Labour is responsible for the training of apprentices. Most of these programs are at the post-secondary level. Although the Department of Labour conducts "on-the-job" training directly, it does not have school facilities for the formal sessions in the apprentice training program. These facilities are provided through the Department of Education, initially through institutes of trades and at present through the comprehensive facilities of colleges of applied arts and technology. The Department of Labour purchases the educational services required from the CAATs through the Department of Education.

Related Health (Paramedical) Programs

Responsibility for all training related to health sciences has traditionally remained with the Ontario Department of Health. As a result, the Department of Health and the Ontario Hospital Services Commission support a considerable network of post-secondary schools. Until now, there has only been a limited opportunity for colleges of applied arts and technology to be of service in this field. A Senior Coordinating Committee composed of the senior officials of the Department of Health, Ontario Hospital Services Commission and the Departments of Education and University Affairs has the responsibility for planning the future development of all health science programs. It is likely that expansion in allied health programs will take place through those CAATs which are located near health science centres providing the necessary clinical facilities.

Agriculture Programs

The University of Guelph developed from the former Ontario Agricultural College. Hence the Department of Agriculture and Food maintains an interest in the diploma program at this university. In addition, the Department of Agriculture and Food operates four residential colleges of agricultural technology. Consequently, at present there is little necessity or opportunity for colleges of applied arts and technology to offer agricultural programs.

Other Specialized Schools

The remaining four specialized schools shown in the model came into existence as a matter of convenience in the days before colleges of applied arts and technology. Since the admission requirements are not necessarily Grade 12, they do not qualify for federal post-secondary support. Nevertheless, they do represent part of the total post-secondary education spectrum since their students have completed their secondary school studies. Since the CAATs came into existence, the forestry technician program has been transferred to three colleges of applied arts and technology. The Forest School in Dorset, like the Police College and the Fire College, is now used for upgrading personnel employed in these fields.

Notes

1. The Honourable William G. Davis holds the portfolios of both Education and University Affairs. The structure provides for the separation of these two portfolios. (Mr. Davis has since become Premier of Ontario).
2. The Committee on University Affairs—"to study matters concerning the establishment, development, operation, expansion, and financing of universities in Ontario and to make recommendations thereon to the Minister . . . ."

   Hence it is the first step in the consideration of proposals but has no executive powers.

3. The Ontario Council of Regents for Colleges of Applied Arts and Technology—"assists" the Minister (of Education) "in the planning, establishment and co-ordination of programs in instruction and services for such colleges . . . ."

   Hence it approves requests for new programs of instruction and campus master plans for submission to the Minister, but does not administer the financing of approved programs.

4. The Applied Arts and Technology Branch is the administrative arm for the flow of operating and capital funds in accordance with approved programs.

   The Branch co-ordinates among the 20 colleges the educational programs, such as manpower retraining and apprentice training, which are provided in the colleges under contract with other government agencies, both federal and provincial.

   The Branch also serves as a resource centre to the 20 colleges in curriculum development and assists in establishing provincial consultative committees.

   The Branch provides secretariat services to the Ontario Council of Regents.

5. Until recently, the Teachers' Colleges have been administered directly by the Department of Education. They are now in the process of being transferred to the local universities.

College Education in Nova Scotia

W. D. Mills

In Nova Scotia the post-secondary technical education needs of youth and of the existing and future industrial complex are being served in seven main functional areas:

1. **Engineering Technologies**

   Two-year post-high school courses offered in the Nova Scotia Institute of Technology, Halifax, and in the Nova Scotia Eastern Institute of Technology, Sydney.

2. **Medical Laboratory Technology**

   Two-year post-high school training for Grade XII (university preparatory) students selected and subsidized by Municipal Hospital Boards or the Nova Scotia Pathology Institute.

   The first year, which consists of the didactic portion, is offered at the Nova Scotia Institute of Technology, Halifax.

   The second period of nine to twelve months is one of additional practical experience under supervision in a laboratory approved by the Canadian Medical Association.

   Students sponsored by provincial hospitals or laboratories receive a monthly bursary of $150. The student normally contracts with the sponsoring hospital or laboratory to return services based upon the number of months the bursary has been received. No tuition is charged by the Nova Scotia Institute of Technology.

   The majority of graduates remain in Nova Scotia but are qualified under C.M.A. regulations to practise in any province in Canada.

   The demand for carefully selected, well motivated and trained graduates in this paramedical field is growing and will provide support staff with advanced technological skills to assist medical practitioners, researchers and expanding hospital laboratory services.

3. **Social Welfare Technology**

   A one-year post Grade XII (university preparatory) course intended to prepare students for employment with welfare organizations, such as government welfare departments, Children's Aid Societies, Municipal Welfare Offices, Family Service Agencies, etc.

   Impetus for this type of training came from the Public and Private Welfare Agencies in Nova Scotia concerned with staffing welfare services.

   This course was offered for the first time in September, 1966, and consists of three months field work co-ordinated with seven months of classroom instruction at the Nova Scotia Institute of Technology, Halifax.

4. **Dental Technology**

   In its first year of operation, this one-year course to train Dental Assistants commenced at the Nova Scotia Institute of Technology, Halifax, in September, 1968, as a result of liaison between the Nova Scotia Department of Education, professional associations, clinics and general dental practitioners.

   The increasing demand for skilled assistants to doctors of dentistry, the specialist's office and health clinics was focused through the Canadian Dental Association, practitioners and clinics.

Professionals estimate that the majority of graduates will be in demand within Nova Scotia.

5. **Business Technology**

Offered for the first time at the Nova Scotia Eastern Institute of Technology, Sydney, at its commencement in September, 1968, the business technology program there consists of two-year courses in Secretarial Science and in Business Administration.

Cape Breton businessmen and Boards of Trade have enthusiastically supported the program.

6. **Land Survey Technology**

The Nova Scotia Land Survey Institute in Lawrencetown, Annapolis County, Nova Scotia, offers two-year Diploma Courses in Photogrammetry and in Land Surveying and a one-year Certificated Course in Cartographic Drafting.

Grade XII, Nova Scotia senior matriculation, with emphasis on attainment in Mathematics and Science, is preferred for Photogrammetry and Land Surveying, while Cartographic Drafting students may enter with Grade XI including preparatory English, Mathematics and Physics or Chemistry.

Demand for graduates has increased over the past few years resulting in additions to facilities and staff.

Over 80% of the graduates find ready employment in the Atlantic Provinces.

7. **Marine Schools**

The Nova Scotia Marine Navigation and Engineering Schools are housed in the Nova Scotia Institute of Technology in Halifax.

The Nova Scotia Marine Navigation School was founded by the Canadian Government in 1872 and known as the Halifax Marine School until 1951 when it came under the jurisdiction of the Province of Nova Scotia and was administered by the Vocational Education Division.

Since this changeover, the school has experienced a marked increase in activity with an annually increasing number of students, increased staff and the installation of a Marine Electronic Equipment Laboratory which duplicates most of the electronic navigational aids and instruments found in modern ships.

Courses are provided to prepare officers or seamen for examination by the Department of Transport.

A variety of 21 courses ranging from Master Foreign-Going to Able Seamen and varying in length from one week to seven months, are available to examination candidates at nominal fees.

The Nova Scotia Marine Engineering School prepares candidates for examinations for Certificates of Competency as First to Fourth Class Engineer Officers. The examinations are set by the Canadian Department of Transport.

Students in both of the Marine Schools vary from a comparable post-secondary technology level for Masters and Mates Foreign-Going and First and Second Class Engineers, to a trade level for Able Seamen.

The Senior Officer courses require at least a senior matriculation equivalent. While the lower levels are approximately equivalent to vocational training requiring a Grade X level.

In co-operation with the Nova Scotia Department of Labour, the Nova Scotia Institute of Technology, Halifax, and the Nova Scotia Eastern Institute of Technology, Sydney, also operate Apprentice Support training at the secondary level whereby indentured apprentices receive a 20-week introductory training for their respective trades prior to commencement of training on the job.

As their apprecticed term progresses they are sent back to the Institute classrooms and shops for five-week periods to augment on-the-job training, which appreciably reduces the total time required to qualify.

Emphasis has been made upon technical-vocational curriculum development and standardization during the past year in Nova Scotia.

M. R. Kent, BSc., P.Eng., was appointed supervisor of technical-vocational curriculum in September, 1968. Mr. Kent stated that objectives in curriculum development included:

(a) increased liaison and co-ordination with industry to identify the needs of industry for improved or new technical-vocational training;

(b) investigation of the possibility of establishing upgrading technicians' courses to be operated in evenings for people already employed in industry;

(c) a review of functional analyses of various technologies;

(d) the establishment of courses as required by industry for training in industry, both in situs and in schools;

(e) the effecting of a follow-up procedure on courses established in industry to ensure training standards are upheld; and

(f) accrediting of technology programs by the Association of Professional Engineers of Nova Scotia with the ultimate objective of having technology courses accredited in professional engineering schools.

At the vocational elementary-secondary level considerable acceleration in number and scope of courses offered for adults has occurred during the past year.

In two principal centres at Dartmouth and Point Edward, Cape Breton, approximately 2,500 adult trainees have been enrolled this year in a variety of over 30 occupational trade courses compared to about 300 trainees in 18 courses two years ago.

Pre-vocational courses to provide basic training for skill development for adults have increased both in the adult vocational training centres and in 15 satellite schools throughout the Province which use existing elementary-secondary school facilities for the most part.

In addition to the regular program of courses for youth offered in the ten operating regional vocational schools, adult vocational classes are operated in five of these schools.

The adult classes are operated on a night shift basis between 4:00 p.m. and 11:00 p.m. with separate staff, thereby avoiding conflict with the normal day program.

Plans are under consideration to increase the productivity of regional vocational schools through the operation of more such adult vocational courses in more regional schools.

College Education in New Brunswick

W. B. Thompson

The Institutes of Technology come directly under the jurisdiction of the Director of Vocational Education for the Province. The Principal of the School is the chief administrative officer and he has one, two or three vice-principals depending upon the types of courses and the enrollment of the institution. On the administrative staff, there will be found a registrar, accountant, storekeeper and clerical support staff which report directly to the vice-principal in charge of administration.

In respect to the instructional area, starting at the bottom, we have an instructor who may be a technologist or technician depending upon the course being offered. Where there are more than two or three instructors in a department, we have a chief instructor who would receive 5% above the salary increment that he would be entitled to because of the added administrative responsibilities. This 5% is not a position but rather is an amount which he is entitled to because of the extra administrative duties. This position of Chief Instructor I can be changed from one person to another without involving a change in the number of positions in the establishment. If we have several classes or several levels of instruction such as in the electrical, i.e., electronics technology, electrical technology, instrumentation technology, then a Chief Instructor II may be appointed who would have all of the Chief Instructors I report to him and he, in turn, would report to the vice-principal of instruction. It is a rather simple structure.

An annual budget is prepared and a budget must be submitted as part of the total vocational budget and receive the usual scrutiny and review by the Treasury Board of the Province of New Brunswick. A close cost accounting is being established for the purpose of eventually moving to a budget in which the per capita allocation of funds would be determined by the number of students and the areas in which the students were specializing.

College Education in Prince Edward Island

Editor

Prince Edward Island has one community college—Holland College—and one Vocational Institute. While the vocational institute has been in operation for sometime, Holland College offered its first courses in September 1969, just a year after the provincial government established a commission on post-secondary education. The commission was composed of two ten-men committees. The committees established admission requirements, goals and objectives for the college on a provincial, regional and national level, and outlined the needed programs and services of the institution. The comprehensive nature of the program included a focus on business, applied arts and technology; the first year of a diploma program; adult upgrading; and continuing education and community service.

The committees further recommended that Holland College should have its own Board of Governors independent from the University of Prince Edward Island. It was suggested that the Board of Governors should consist of students, faculty, business and industry, the Department of Education and the community members in the service area.

While it is too early to define the relationship Holland College will have with other post-secondary institutions in the region, it is safe to say Holland College will be initiated into the mainstream of post-secondary education by vying for scarce resources, and attempting to extend its programs to meet the democratic ideal of educating each individual to the level of his potential.

College Education in Quebec

Claude Beauregard

Background Information

With the creation of Colleges of General and Vocational Education, the Quebec educational system contains four distinct levels:

- elementary
- secondary
- college
- university

Regulation No. 3 defines the college level as an intermediate one between the secondary level on the one hand and the university or employment on the other. Seeing that the Quebec educational system is going through a period of change, it is important to note that high school will be of five years' duration and that, during the transitional period, admission to Colleges will be after twelve years of schooling or the equivalent.

Pre-university and professional studies shall include the subjects required for admission to university courses or to an occupation recognized as requiring training at the technical level.

The program of studies shall extend over a period which may vary from two to three years according to the requirements for the university courses ,or the occupations to which it gives access.

This College level program is given under the authority of the Minister of Education and is applicable to both public and private colleges. "College Affairs" are administered within the Quebec Department of Education by "La Direction générale de l'enseignement collégial" (DIGEC), a departmental unit similar to those units dealing respectively with Higher Learning (Direction générale de l'enseignement supérieur) and Primary/Secondary Education (Direction générale de l'enseignement élémentaire et secondaire).

Two distinct pieces of legislation deal with public and private Colleges: the "General and Vocational Colleges Act" and the "Private Education Act" respectively. (Appendices A and B). Education Document No. 3 published in 1968 by the Quebec Department of Education and entitled: "College Education and the General and Vocational Colleges" is probably the best medium size (some 120 pages) account of the proposed College reform, which is currently and gradually being implemented in a form reasonably close to the original purpose and perspective.

Provincial Organizational Structure

The minister of education is directly responsible for college level education. Under the deputy minister, who usually assigns a "sousministre adjoint" to cover the activities of one or more directories (directions générales), "College Affairs" are handled by the "Direction générale de l'enseignement collégial" (DIGEC). This directorate, for all practical purposes, takes care of all the responsibilities vested in the minister by the "General and Vocational Colleges Act" as well as the responsibilities toward private colleges which are not handled by the "Service des Institutions privées," the latter being a new Service (1-70) created to implement some aspects of the "Private Education Act."

The main responsibilities of DIGEC are in the area of planning, financing and curriculum. The "General and Vocational Colleges Act," however, leaves a reasonable amount of leeway to each College in each of these areas. The control of the DIGEC over the private colleges is not yet clearly defined but is likely to be more or less similar in the areas of planning and curriculum; as to financing, the "Private Education Act" provides for the Colleges to receive operation grants amounting to 60% or 80% of the average operational costs of the public colleges.

Each college may deal directly with the DIGEC, as there is no statutory agency between the colleges and the Department of Education (The College Board *is* the College, by law).

Administrative Associations

A—Fédération des CEGEP

Each public College has a 19 member Board, more or less equivalent to a Board of Trustees; it includes top echelon administrators (the Head of the institution + academic Dean), staff, students and parents, as well as some community representatives. These Boards are not grouped in any kind of Association, comparable to the Quebec Federation of School Boards for instance. The Presidents of the Board and the Heads of the Colleges (Directeurs généraux), however, have come together to set-up "La Fédération des CEGEP" and, following extensive consultations in and out of their colleges, have shaped a rather original Association, which basically remains an Association of Administrators.

The membership in the "Fédération des CEGEP" is regulated as follows:

> Every General and Vocational College operating under the Act is eligible to membership upon submitting a request to that effect from his Board; the prerogative of the "Bureau exécutif" to accept this request for admission entails little else but the verification of the willingness of the College to conform to the bylaws of the Federation, in particular with respect to the membership and other occasional, special fees.

NOTE: The functional structures of the Federation are illustrated in Appendix C.

The Department of Education has authorized an annual fee of $7.00 per capita in each College, with a maximum fee per college of $10,500. (1970)

B—Association des Collèges du Québec

Twenty private Colleges, on the other hand, have come together in an Association named: "L'Association des Collèges du Québec" (ACQ). The student population in these private colleges is approximately 15% of the total.

The membership in ACQ is regulated as follows:

> (1)
>
> "one to four delegates per College (according to size of student population, in 500 increments) admitted by the General Assembly" and the Presidents of the standing Committees established under various articles of the by-laws of the Association.
>
> The General Assembly elects annually a seven member Board of Directors responsible for the current operations of the Association and the supervision of the secretariat, including the services obtained from CADRE. (see below).

Note 1: The delegates are nominated by the recognized administrative authority in each college.

The Department of Education has no control over the membership fees, but for various considerations, the fees are generally identical or close to identical with the fees accepted for "La Fédération des CEGEP."

"La Fédération des CEGEP" and "l'ACQ" operate along reasonably similar lines; both associations have no power over their members and both rely upon the organized collaboration of various standing committees drawn from the professions within the colleges, academic deans, comptrollers, registrars, deans of students, librarians, etc.

Both of these Associations contribute to a common bank of services established under the name of "Centre d'animation, de développement et de recherche en éducation (CADRE)."

Staff Associations

A—Associations du personnel de direction des Collèges du Québec

For obvious reasons, the administrators, few in numbers, cannot come into association in individual colleges. The accreditation of genuine unions of college professors barred most mid-level and top echelon administrators from such staff associations.

An Association, intended to recruit all such administrators in both public and private colleges has been formed and it enjoys a reasonably wide support (50%), but its action has been rather limited so far. The Association joined—mostly for the purpose of obtaining additional technical services—a loose type Federation named "La Fédération des cadres scolaires," one of two provincial organizations. "L'association professionnelle du personnel de cadres scolaires du Québec" (APPCSQ) enjoys a particular relationship with la "Corporation des Enseignants du Québec" (CEQ), the major Teachers Union in Quebec.

B—Fédération nationale des Enseignants du Québec (FNEQ)

This Federation brings together three Unions operating partly, but not exclusively, in the public and private Colleges:

i—*Syndicat des professeurs de l'Etat du Québec (SPEQ)*
This union is about to collapse, as the Government, the employer, no longer directly runs educational institutions.

ii—*Syndicat professionnel des enseignants (SPE)*
This Union, about 1,000 members strong has some 30 accredited locals in some private colleges and, mostly, private secondary schools.

iii—*Syndicat des Enseignants (secteur CEGEP)*
Each CEGEP has a Union accredited separately, but many local Unions have transferred their collective bargaining power to a special sector of the CNTU. (This arrangement was initially labelled: "CSN, Secteur CEGEP.")

C—Corporation des Enseignants du Québec (CEQ)

CEQ is made up of a large number of regional Teachers' Unions which, until recently, entered into collective bargaining with local and regional school boards. Provincial negotiations have compelled these local Unions to surrender their collective bargaining powers to the CEQ, while the school boards surrendered theirs to their own Federation and to the Government.

The CEQ is entirely new to the College level of operations, many observers were surprised to see five colleges go CEQ instead of CNTU (via 'CSN, secteur CEGEP" and FNEQ), as most colleges did.

By and large, each of the local Staff Associations may take a stand on the question of a National Agency for Canadian Colleges. The feelings at FNEQ and "CSN-Secteur CEGEP" may, however, wield considerable influence.

Students' Associations

The past few years have witnessed dramatic events in the field of Students' Associations in Quebec. The situation is not unlike that prevailing in other parts of Canada; if anything, however, it has been somewhat more radical here.

Some two or three years ago, "L'Union générale des étudiants du Québec" (UGEQ) could claim a membership of some 55,000 students of university and college level. This Union has since disbanded (too radical for the vast majority, not radical enough for active minorities . . .). In the wake of this movement, most local students' unions (Associations générales des étudiants) collapsed, including the powerful and affluent AGEUM and GEL of Montreal and Laval Universities. Local Associations in CEGEPs are rather unstable and, as yet, no provincial grouping has emerged. Some ten private colleges have local associations. These are not particularly strong individually, but they have come together recently (1970) and have formed a new federative association named: "L'Association des étudiants des collèges du Québec (AECQ)."

It would thus be difficult at this point to identify authoritative spokesmen in the students' community. Commitment to a National Agency for the Canadian Colleges on the part of student leaders in an official or unofficial capacity is most unlikely. Were it to materialize, it could be revoked within a matter of months.

College Education in Saskatchewan

F. J. Gathercole

Saskatchewan has no community college as such, nor does it have any legislation specifically related to community colleges nor, for that matter, to post-secondary education. At the moment there is really no provincial model for post-secondary education, but there is a fair amount of activity which will generate some definite patterns very shortly.

In 1967 a Joint Committee on Higher Education submitted a report to the minister of education. The report dealt with what the committee called middle-range educational services, and it recommended that Saskatchewan be divided into a number of educational regions for the development of these services. Although the term "community college" does not specifically appear in the recommendations, it was certainly the intention of the committee that middle-range education—something between the high school and the university—should be provided by a community college.

At the present time the minister of education has a special committee of three persons preparing a report on community colleges which, it is expected, will serve as a basis for legislation to be introduced at the 1971 session of the Saskatchewan Legislature. The committee is comprised of Mr. Lew Riederer, of the Department of Education, Mr. Lou Duddridge, President of the Saskatchewan School Trustees Association, and Mr. G. Verhelst, a Regina high school teacher. The committee's report is in the final stages of preparation.

There is almost a complete absence of legislation concerning post-secondary education. In the Department of Education Act general authority is given the minister of education to make the provision for technical instruction. In 1966 there was an amendment giving the minister authority to provide nursing education and in 1967 an amendment to make arrangements with the Federal Government for the development and advancement of education. But there is nothing in either the School Act or the Secondary Education Act that provides for the establishment, in any form, of a community college other than that authority given to school boards to provide for evening and adult education classes.

In the regulations of the 1970 Foundation Grants Act provision is made for the payment of grants for adult education courses, vocational equipment, driver education, and for the operation of post-secondary educational institutions. A limit of $400.00 per student has been placed on the support given post-secondary institutions. This is not to be construed as indicating a Saskatchewan model or pattern.

It is safe to assume that legislation will be forthcoming for community colleges in early 1971. Certainly, the report of the Joint Committee on Higher Education, 1967 and the report now being prepared by Mr. Riederer's committee indicates both the need for this kind of legislation and for some immediate action in regard to post-secondary education with a focus on the community college.

Furthermore, there is a great deal of talk in Saskatchewan now about the need to establish larger administrative areas. The Saskatchewan School Trustees Association is presently looking into the matter of reorganizing the administrative areas. The Saskatchewan Teachers' Federation has gone on record as favoring the establishment of the larger administrative units. A recent committee studying secondary education in Saskatchewan urged that larger administrative areas be considered as a means of improving secondary educational services.

All in all, it is fair to say that the conditions are ripe for some major educational developments in Saskatchewan. With the establishment of the Saskatchewan Institute of Applied Arts and Science in Saskatoon, the Saskatchewan Technical Institute in Moose Jaw, the Weyburn Vocational Center, and the proposed building of a similar institute in Regina, there may be some feelings that a community college is not needed. Or, it may be that each of these institutes is regarded as the basis of a future community college system.

Establishing a Canadian Commission for The Community College

Gordon Campbell

The Canadian Commission for the Community College has completed two of its planned three-year existence. The attempt to record its birth and growth before its most significant project is completed brings to mind the story of the committee of *The Blind Men and the Elephant.*

> It was six men of Indostan
> To learning much inclined,
> Who went to see the Elephant
> (Though all of them were blind),
> That each by observation
> Might satisfy his mind.
>
> The first approached the Elephant
> And happening to fall
> Against his broad and sturdy side
> At once began to bawl:
> God bless me! but the Elephant
> Is very like a wall.
>
> The Second, feeling of the tusk
> Cried, "Ho! What have we here
> So very round and smooth and sharp!
> To me 'tis very clear
> This wonder of an Elephant
> Is very like a spear!".

After the others also approached the animal and rendered their judgment in accordance with the part of the elephant they had contacted, the story concludes:

> And so these men of Indostan
> Disputed loud and long
> Each in his own opinion
> Exceeding stiff and strong
> Though each was partly in the right,
> They all were in the wrong.

Each had a different conception of the whole gained from an examination of a part. A similar hazard exists in assessing the work of the Canadian Commission for the Community College. Reliable perspectives about its accomplishments must await further developments; indeed, its greatest achievement may not yet be discernible. Accordingly, this review will be confined to a description of how the commission came into being and its main activities to the summer of 1970. Attention will be accorded the part played by the Canadian Association for Adult Education (C.A.A.E.) since this alliance markedly affected the commission's orientation and administrative structure. This background will be followed by a sketch of the gatherings sponsored by the commission in preparation for the Community Colleges Assembly, a national conference to take place in Ottawa in November, 1970.

Several approaches might be taken to describing the operation of the commission. One might be to analyze it from the point of view of the educational sociologist. Such an analysis might review the national, social, and educational forces which gave rise to the commission idea and show how the commission had responded to the jurisdictional and sociological realities that confront every attempt to form a national educational association. The educational administrator might well conjure up some possible organizational styles for a national voluntary association at this time in Canadian history. The political scientist would see the political context as the first among equal factors determining the character and accomplishments of the commission. Whatever the approach, there are certain questions that must be answered. What valid objectives can a national association serve? What model will work, given the geography and the present cultural composition of this country? Given the federal structure of Canada, and the provincial prerogatives in the field of education, what are the requirements for survival of such a group? for effectiveness? How can the "French Fact" be incorporated in an honest and productive fashion? What structure will maintain a national forum, but still supply local service and retain the benefits of local initiative? The remainder of this paper describes how the commission dealt with these questions.

INITIATIVES OF THE CANADIAN ASSOCIATION FOR ADULT EDUCATION

One national organization that has managed to survive financial vicissitudes and render outstanding services over the years is the C.A.A.E. It is one of Canada's few national organizations that have consistently tried to arouse concern for issues affecting the adult learner. The association has had a long history of calling attention through its publications and seminars to the educational implications of such forces as metropolitanism, mass production, minority group rights, broadcasting, adult counselling, and the changing significance of work, among others. This organization was not slow to see the attractive possibilities in community colleges beyond the obvious services they could provide to the new high school graduates. As the director for the association expressed it:

> The C.A.A.E.'s persistent interest in these new institutions is easily explained . . . the best way of disciplining ourselves in developing these institutions is to examine a number of educational functions that must be performed in Canada and then build the institutions around them. This, in our opinion [is] the key to the entire development.[1]

Accordingly, in 1965, the C.A.A.E. convened a three-day conference on the theme "Adult Education in Community Colleges."[2] What was outstandingly apparent at that conference was the need for Canadians to become informed about each others' activities and aspirations. To this meeting were invited educators, government administrators, representatives of voluntary agencies, union officials, and groups from across the country. In reading the reports of that conference, the words "community college" appear to have been used with different emphasis by two different groups. One group clung to the historical conception of "college"—the familiar form with traditional purposes; the other stressed "community"—younger and older adults working together in an institution designed to give an intellectual dimension to every sphere of community life. The conference provided information of which many scarcely had an inkling. As well, it was a forum for debate and exchange of ideas. And debate there was, for the form that colleges were to take in Ontario, particularly, had become a controversial issue in that province. The contrasting situations in British Columbia and Alberta were discussed. A glimpse at the recommendations of Quebec's Parent Royal Commission added a special dimension to the discussion. That report proposed radical changes in the educational structure, including the establishment of a new system of colleges for Quebec. Delegates were astonished at what was happening across the country.

In the following spring, the C.A.A.E. again sponsored a seminar entitled "Community Colleges, 1966," this time in cooperation with six other national educational associations. They were: Association of Universities and Colleges in Canada, Canadian Association of Superintendents and School Inspectors, Canadian Association of University Teachers, Canadian Education Association, Canadian School Trustees Association, and Canadian Teacher's Federation. Of interest at this conference, which again was a wide-ranging discussion of college developments in Canada, was an examination of ways in which various national and community institutions could become involved in the planning, administration, and curriculum development of colleges. Reporting on the conference, the C.A.A.E. director wrote:

> Despite the understandable tendency to see the colleges' purposes only in terms of the young, or only in terms of existing institutions—the tiresome question of transfer for example,—there appears to be on all sides a promising willingness to experiment, to re-think our habits and to allow some novel shapes and functions to emerge . . . . The C.A.A.E. intends to maintain its interest in the colleges and to provide whatever help we can.[3]

Particularly as a result of these two major gatherings, the C.A.A.E. now had acquired a national "sense of problem," and in 1967 asked the W. K. Kellogg Foundation for help in establishing a community college commission in Canada. In January 1968, the foundation announced that it would support the creation of such a commission with an appropriation of $200,000. Speaking to the purposes of the Commission, the foundation stated:

> It is our understanding that the National Commission for the Community Colleges in Canada will be developed by the C.A.A.E. over a period of three years after which time the Commission will be transformed into an independent body similar to the American Association of Junior Colleges.[4]

CANADIAN COMMISSION FOR THE COMMUNITY COLLEGE

Structure

The imaginative fashion in which the C.A.A.E. had spawned a number of important national organizations and movements in the past provided background for yet another kind of structure. Thus, it appointed a board of directors for the colleges' commission which functioned as a standing committee of C.A.A.E. The chairman of this board was a member of, and reported to, the executive committee of the C.A.A.E. The staff of the commission was responsible to the executive director of C.A.A.E. Every effort was made to make the twenty-three board members representative of the national college scene. Members included college students, faculty, administrators, and trustees. Associate board members were drawn from such national organizations as the Canadian Educational Association, Association of Universities and Colleges of Canada, Canadian Association of University Teachers, Canadian Teacher's Federation and the Canadian Union of Students. This organizational complexity was not without its drawbacks, but generally it proved functional.

Objectives

At its first meeting in December, 1968, the board of directors determined its objectives: (1) to explore the creation and maintenance of a national information and documentation centre; (2) to support national meetings and consultations; (3) to investigate possibilities of exchange among colleges in Canada and outside Canada; (4) to direct experimentation with programs within colleges; (5) to assess the need for a new national association of colleges; and (6) to study what forms such an association might take. In the months that followed, plans formulated at this first meeting appear to have been followed with remarkable tenacity.

Information Service

The two C.A.A.E. conferences in particular revealed that Canadians knew little about college developments beyond their own province. Indeed, they probably knew more about colleges in the United States than about those at home. Writing about the 1965 National Conference "Adult Education on the Community College of Canada" an editorial in *Continuous Learning* stated: "We [educational administrators] are, to be blunt, miserably informed about each other's activities and aspirations. Again, it is implicit that the community college offers the chance to make this kind of informing constant and real, and the notion of the college as a centre of community information about learning a likeable one."[5] Accordingly, the first project of the commission was to sponsor an information workshop. A small group representing the regions of Canada considered these questions: What kinds of information are needed by existing community colleges? What sources and types of information already exist? What information needs to be in every college and what does a college merely need access to? In preparation for the conference, a study was undertaken to identify library collections in Canada containing material on community colleges. The report[6] of the workshop took the form of a list of activities related to information services the commission might undertake.

In a sense, all of the work of the commission could be said to fall under the category of information. One project—which proved to be costly but apparently well received—was a monthly, bilingual newspaper, in tabloid form. The first issue outlined its purpose:

> *College Canada* is designed to bring about better communication between institutions and persons engaged in, or interested in, education and learning at the post-secondary level. This embraces institutes of technology, colleges and other specialized institutions at the same level . . . . The main audiences of *College Canada* are college administrators, teachers and students, as well as all other organizations and persons directly or indirectly concerned with college education . . .[7]

Three hundred copies of each issue were distributed without charge to each college across the country. In addition, copies were distributed to departments of education, universities, and organizations, and other institutions.

The board's decision not to provide financial support for research proposals submitted to it seemed, to some, a short-sighted policy. How could the board provide substantive, as opposed to superficial information, without researching? No other national body was undertaking a program of research in this area. To others, however, the greater good was served by the commission using its limited funds to sponsor gatherings which a number of people could attend. Reports of such meetings constituted research of a kind. In addition, *College Canada* permitted a wide readership to obtain information about the findings of the commission.

As the work of the commission progressed, the need for a clearing house for current information on colleges received much attention. Proposals were worked out for a national information service (as contrasted to a conventional library) which would serve students, faculty, administrators and trustees of colleges, and others. The project required a minimum budget of around $12,000 annually; lack of funds caused the plan to be shelved. After five issues, *College Canada* was suspended for the same reason. However, these attempts to provide a national information service furnished useful clues as to what was needed and how it might be developed in the future.

Informal Hearings

The decision of the commission to conduct informal hearings across the country was an imaginative device designed to elicit as well as to provide information about colleges in Canada. The purpose was not to harvest material for a massive report in the fashion of a royal commission; rather, the objectives were to facilitate dialogue within communities about the nature, objectives, and problems of colleges, and to answer questions about what was happening elsewhere. In each city, the hearings were organized by board members resident in that area.

No common pattern of organizing these gatherings was followed since stages of development of community colleges varied so widely. Vancouver was the site of the first hearing in February, 1969. Invitations were sent to a number of groups to submit briefs; eight were heard by a panel consisting of members of the board. In Montreal, the hearings were held at the University of Montreal in both languages. Students protested against the hearing, apparently objecting to the concept of a national organization becoming involved in their colleges. The Department of Education in Manitoba organized a private meeting to deal largely with issues raised by its officials, and for which no briefs were solicited. In Saskatchewan, lively hearings were conducted at which a number of interesting proposals were heard relative to possible developments in that province. The meeting in Alberta was organized by the Department of Educational Administration of the University of Alberta, and in Halifax by the Nova Scotia Department of Education. Hearings were not held in Ontario.

Documentation of the hearings varied widely from Vancouver's verbatim accounts (a rich mine of information recorded and transcribed by a professional business group)—to the more or less perfunctory accounts of others, the preparation for which had been minimal. Had the meetings in all cases been adequately prepared for, carefully organized and reported upon, the benefits could have been exceptional. It is particularly regretted that provincial government officials were not extensively involved directly in each of these hearings and as well as in the other gatherings organized by the commission.

Conference on Staff Development

The interests of college faculty were considered at a staff development conference held in October, 1969. Gathered together were presidents, deans, faculty, and students all concerned about developing the capacities of staff members. The meeting was designed to analyze the role of instructional staff beyond the classroom and to explore the financial and administrative requirements of faculty training programs. A bilingual committee consisting of commission staff, board members and personnel from colleges in Ontario and Quebec planned the conference. It was conducted in both national languages and organized around discussion groups led by a team of resource persons including consultants from industry and from educational institutions. Participants across Canada were to be given the opportunity to exchange reports on training developments and professional staff needs in individual colleges. Very little is known in Canada about who teaches in community colleges and what a career as a college instructor entails. While initial difficulty was experienced in securing interest in this conference, it attracted about one hundred participants. The conference report contains an interesting paragraph about "how we talked to each other using both official languages":

> From the beginning, the planning committee faced the usual Canadian problem of how to handle communications between the two language groups. It was quickly decided neither to declare a 'working language' nor to provide translation for the delegates. The solution depended upon two important features of the conference: its unstructured nature and the educational level of the delegates most of whom were assumed to have some knowledge of the second language. We found in practice that a lot of translations were made 'en passant' between members of the same language group thus avoiding many of the cross-cultural misunderstandings which occur so frequently during simultaneous translations.[8]

One account from a president of a faculty association suggests some direct results did accrue:

> A report of the [staff development] conference was distributed to all faculty and administration; information was used in salary negotiations and in creating new policy considerations for the "Policy Handbook." Still other conference information was advantageous in establishing a new organization chart with duties and responsibilities at each level . . . . A new arrangement for applying for and funding leave for professional development was worked out . . .[9]

Workshop on Transferability and Exchange

The American Association of Junior Colleges describes its lack of involvement with students as a 50-year-old error. The Canadian Commission for the Community College was anxious not to repeat this error. Students serving on the commission board of governors, far from being token representatives, were among the most influential and hard-working members. They expressed strong feelings about problems of transferring from colleges to other educational institutions. It was perplexing to them that it is easier for many Canadian college students to transfer to an American university than it is to gain entry to a Canadian university. This is even the case where a university happens to be located in the same community as a college.

A workshop on the question of transferability was held in Vancouver in March, 1970, which attracted some sixty delegates from eight provinces, half of whom were students. Agenda items included such topics as articulation between institutes of technology and colleges, and the perennial problems involved in college students registered in university level courses wishing full credit for these studies when admitted to university.

Seminar on Financing Community Colleges

A seminar attended by some forty college administrators and specialists on educational finance was held in Edmonton, February, 1970. It was arranged on behalf of the commission by the Department of Educational Administration, The University of Alberta. The gathering considered one basic question: What proportion of the resources of the Canadian economy should be devoted to post-secondary education? Papers given dealt with various facets of the manner in which post-secondary fiscal policies are developed, implemented and financed.

Information Consultations

Among the less formal but equally important activities initiated by the Commission were the vists by commission staff and board members to colleges and government offices across Canada. Well over half the colleges in Canada were visited at some time and discussions held concerning needs for a national organization.

A somewhat frustrating project of the commission concerned the Education Division of the Dominion Bureau of Statistics. In common with many groups in Canada, the Commission Board felt that the statistical services of the Bureau to tertiary education were substantially inadequate. The colleges required a more rapid and reliable collection of statistics for both planning and long-term requirements. A series of representations were made by a commission committee to the Bureau which may sometime result in a closer and more effective liaison of the Division with colleges. Certainly, an effort was made to point out the need to gather statistics on the basis of a modern conception of a comprehensive community college and not on the politics of financing or the manner in which colleges appear to be like existing educational institutions.

Assembly of Colleges: 1970 Conference

The work of the commission will culminate with a major national conference in Ottawa, November, 1970. The objective of the assembly is to present to selected college delegates a three-fold question: Should a continuing Canada-wide service organization for non-degree granting post-secondary institutions be established? What shape should it take? and, How might it be financed?.

As might be expected for so serious an enterprise (following as it does upon a two-year, $200,000 program of investigation), the Ottawa meeting is being carefully planned. The ten provinces, grouped into six regions, have each nominated twenty-five representatives whose views are being solicited on a number of vital questions pertaining to the conference design. Attentive consideration is being paid to the voting procedures by colleges and to the briefing of delegates to ensure that they are fully conversant with the views and policies of the institution they represent. The matter of voting procedure has been studied also; it is the commission's hope that each college attending will distribute its three votes equally among students, faculty and administration.

The case for a national association (about which agreement is by no means unanimous) is put by the editor of *School Progress* in a recent issue devoted to a review of community college development in Canada:

> It's precisely because the colleges are becoming more aware of the problems and pressures that come with success, that the need arises to establish

> their identity as a special, unique and vital educational entity . . . . The chance is acute that the colleges will not liberate themselves into full stature if they are content to see themselves as only one part of the educational ladder in a province, relegated to being out on a rung placed just above high school and just below university.
>
> There's a need, for example, for a national voice in making the colleges and their problems known to the Federal government, in being able to make strong representation as a national body on a multitude of issues—finance included . . .[10]

The work of the commission to date has shown the necessity for a national forum on the matter. The results of a Canada-wide survey conducted by the Planning Committee for the Colleges' Assembly reveals that 91 per cent answered affirmatively the question: "Is a national association of community colleges needed?" In an article prepared by two members of the planning committee and available in August, 1970, the survey results are tabulated and interpreted.[11] Of the 91 per cent who said "yes," more than half thought it desirable to proceed immediately. The remainder held some reservations about immediate establishment of such an association, but their concerns may well be obviated with the choice of an appropriate organizational model. Precise planning and extensive documentation in preparation for the assembly will assist delegates in arriving at a reasoned judgment as to whether a national association is wanted.

SUMMARY

The commission has tried to visualize and to demonstrate, in part, the services a national association might provide if one were to be created. Given the geographical and educational structures of Canada, it has made clear both the significance and the complexity of such a task. The commission did not (nor did it expect to) succeed in gaining favourable responses from all sections of the college community, nor did it succeed in expanding its financial base. Yet it struggled with courage and imagination to face Canadian facts head on. Administratively, the commission choose to experiment, consult and test, and to do so, it created a temporary organization—one which invited difficulties. It gave priority to involving students, faculty, and administrators, and to make its publications and conferences as thoroughly bilingual as possible. Its highest commitment was to explore, and to involve Canadians in every province in that exploration. This was the hard way; there are easier approaches, all too many of them short-lived.

As a result of the testing and opinion-gathering procedures employed by the Colleges Assembly Planning Committee, delegates will be able to chose between various models—or none. Whatever the decision of that conference, the promise of community colleges, as has been made clear in all commission conferences, is to expand the opportunity for continuing education to all ages and classes.

> Inferior economic opportunities and restricted political status were grave enough, but not so galling as limited access to education, which is now correctly judged the ultimate affront to the dignity of the individual. For centuries, we have realized that by nature men desire to know, but we have been slow to concede that they are also entitled to know.[12]

The right of *all* Canadians "to know" may best be fulfilled when they come to the realization that education *is* a national problem which requires national planning.

References

1. "Community Colleges 1966" Proceedings of the national Seminar on the community college in Canada. Toronto: The Canadian Association for Adult Education. (mimeographed), p. (i).

The report on this conference is contained in Vol. 4, No. 4 of *Continuous Learning*, Journal of the Canadian Association for Adult Education, July-August, 1965, pp. 155-170.

3. See p. (i) of the report cited in #1 above.
4. Letter from R. E. Kinsinger, program director, W. K. Kellogg Foundation to A. Thomas, director, Canadian Association for Adult Education, December 13, 1967.
5. *Continuous Learning*, op cit. p. 153.
6. Reports and other documentation of the Canadian Commission for the Community College may be obtained from the Canadian Association for Adult Education, Corbett House, 21 Sultan St., Toronto, 5.
7. *College Canada*, a publication of the Canadian Commission for the Community College, Vol. 1, No. 1.
8. "Staff Development Conference Report" published by the Canadian Commission for the Community College. (mimeographed) p. 36.
9. Newsletter to the delegates at the Staff Development Conference from Josephine B. Lynam, conference chairman, May 8, 1970.
10. Margaret Gayfer, "National Association Could Test Coming of Age." *School Progress*, Vol. 39, No. 7, July, 1970. p. 18.
11. Francis C. Thiemann and Henry Kolesar. "Is a National Association of Community Colleges Needed?", *School Progress*, Volume 39, N 0.8, August, 1970, pp. 25-27.
12. "Report of the Edmonton Hearings," Edited by Francis C. Thiemann and published jointly by the Canadian Commission for the Community Colleges and the Department of Educational Administration, The University of Alberta, October, 1969, p. 9.

National Survey

Introduction

In the preceding sections, attention was focused on the foundation of the Canadian Community College Movement, on the present state of its development in the provinces, and on the establishment of the machinery of the Canadian Commission for the Community College for determining the nation's needs. In this section the focus is on the Planning Committee of the Canadian Commission: its work in setting a course of action, identifying the survey population and the collecting and analysis of data. Most importantly, this section exemplifies the Planning Committee's concern in identifying those individuals and institutions who best represent the historical continuation of a nationwide community dedicated to the concept of the community college. The importance of the historical continuity is best understood by examining the concept of community. Community implies that men live in a moment of time during which they are members of an existing and yet on-going society. At any particular moment their relationships are with the immediate. Their activity and expressions reflect the pressures and hopes of the moment. But to imply that the behavior of each moment is isolated, in itself and in its solution, is to be naively unaware of history. "No man is an island"; his attitudes toward problems and answers, his moral values and course of action are influenced by the past which impinges upon the present. Some of the traditions have been verbalized and the effects are recognized; some have become habitual and are considered part of the nature of man. Others in cyclical fashion emerge and fall back into the reservoir of the unconscious to reappear at a later date. In a sense these are the elements the Planning Committee attempted to isolate when selecting the sample population. They recognized that some people see problems, others do not; that some perceive one solution and some another. But they realized that when such a community comes together to identify and solve problems the members increase their security, perform their task better and thus exert more control over their destiny.

Editor

Identifying Parameters and Strategies

F. C. Thiemann

How was the Planning Committee Brought Together

The establishment of the planning committee for the national assembly in January 1970 by the Board of Canadian Commission for the Community College marks the second step in bringing the community of people in post-secondary education together. The first step was the commission hearings held across Canada. In this first stage each individual had the opportunity to trace the history of the Community College movement in his province; to indicate the present status; and to outline future aspirations and plans. The second stage was an attempt, through a survey conducted by the Planning Committee, to impose order on the variety of expressions recorded in the hearings.

Membership of the Planning Committee

To achieve this end the Board of the Commission requested a submission by Drs. Kolesar and Thiemann outlining the necessary steps to determine whether a National Assembly should be held to establish a National Association of Community Colleges. Kolesar and Thiemann proposed that if the activities of the Planning Committee were to be effective, the committee needed to have a nation-wide representation. To this end, the nation was divided into six regions and one representative was selected from each (Table I).

TABLE I

Proposed Membership of National Assembly Planning Committee

PROVINCE OR DIVISION	REPRESENTATIVES
Atlantic Provinces	H. Timmons
Alberta	H. Kolesar, Chairman
British Columbia	P. Jones
Ontario	J. Haar
Quebec	C. Beauregard
Saskatchewan-Manitoba	F. Gathercole

In addition to the regional representation, F. C. Thiemann, Associate Professor of Educational Administration and Co-ordinator of the College Leadership program of the University of Alberta was to serve on the committee to design the survey instrument, to direct the construction of provincial models and the three organizational models that would serve as a basis for departure for the national association. It was also proposed that Mr. J. Fournier, Project Director of the Canadian Commission for the Community College, should serve as Secretary of the Planning Committee.

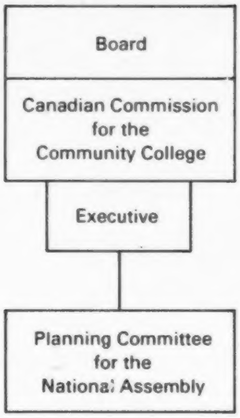
Planning Committees' Relationship to the Board of Canadian Commission for the Community College

As the Canadian Commission came to the end of its Kellogg Funded Project it was realized that the Planning Committee would be required to function independently of the Board much of the time. The structure of the

Planning Committee/Board relationship (TableII) was proposed on the assumption that the Board would hold only one more meeting following the National Assembly. Thus when the Planning Committee needed the support or assistance from the Commission it could be provided by the Executive and staff.

TABLE II

Planning Committee's Relationship to the Board of Canadian Commission for the Community College


Board
Canadian Commission for the Community College
Executive
Planning Committee for the National Assembly

To explicate this relationship two examples are provided:

1. All physical arrangements for the Canada-wide meeting were the responsibility of the Canadian Commission for the Community College Executive and staff.
2. The initial financing of the new organization was to be by Kellogg, Federal or Provincial Governments on a diminishing basis from one to three years, from individual members and their institutions. Such funding was seen by the Planning Committee as being the responsibility of the Executive of the Canadian Commission.

Financing the Planning Committee

The Planning Committee was jointly financed by the Canadian Commission for the Community College and the University of Alberta's Kellogg Leadership Training program. The commitment of the Canadian Commission was for $7200.00 while the University of Alberta committed three thousand ($3000) in cash and the time and expenses of staff and students who would be engaged in the project. Because of this joint relationship the University of Alberta beyond having a representative on the Planning Committee suggested that the work performed by each representative be a separate project called "Models Project" which would not only feed information into the Planning Committee and into the National Assembly but would produce a publication. The publication, it was suggested would be jointly sponsored by the University and the Canadian Commission.

Proposed Course of Action for the National Assembly Planning Committee, January 9,1970, Francis C. Thiemann, University of Alberta

Date	Action
January 22	Present proposed course of action to the Board of the Canadian Commission for the Community College.
January 23	First meeting of the Planning Committee for the National Assembly to discuss course of action to set date and to establish necessary division of labour and construct February 13th questionnaire.
February 9	Delegates and their alternates to the National Assembly to have been selected by the Planning Committee in conjunction with the Board and the Commission staff.
February 13	Delegates and alternates are polled on need for a national organization, its goal and objective and their expectations. The planning committee members were to contact persons in each region.
February 25	Tabulate replies and formulate tentative statement of Philosophy (goals and objectives). Obtain Planning Committee's reaction to statement.
March and April	Revise Statement of Philosophy and publish College Canada along with request for reaction. Include in same publication a progress report on the development from delegates in each region (province).
February—April	Leaders and organizers of National Associations in Canada and the United States assist the University of Alberta staff in developing appropriate models. Each model to be critiqued by selective delegates or their alternates.
June 1	Planning Committee to react to revised Statement of Philosophy and to propose models. The models to be accompanied by critiques.
July 15	Final Statement of Philosophy and proposed models and critiques to be sent to all delegates with feedback requests.
September—October	Revisions made and delegates (power figures) contacted by Planning Committee on tour.
October 28	Final material prepared and mailed to delegates.
November 9-13	National Assembly during this week.

As the events developed, the original dates could not be followed and alternative dates were adopted.

Planning Committee Identifies the Relevant Survey Population

One of the reasons the Planning Committee had been selected as it was, was to better identify knowledgeable people in post-secondary education in each of the provinces. The Planning Committee members were given a broad guideline to follow in selecting respondents in each of their regions (Table III). The equal distribution in each category was to serve only as a guide. It was assumed that the Planning Committee members would select those in their province who would be most knowledgeable of the regional post-

TABLE III

Suggested Distribution of Delegates*

	Alberta *H. Kolesar*	British Columbia *P. Jones*	Saskatchewan Manitoba *B.Angood*	Ontario *J. Haar*	Quebec *C. Beauregard*	Maritimes *H. Timmons*	
Federal and Provincial Depts.	6	6	6	6	6	6	36
Institutions Admin-Presidents Faculty-Presidents Trustees	12	12	12	12	12	12	72
Professional Organizations	5	5	5	5	5	5	30
Other	2	2	2	2	2	2	12
							150

*All delegates should be power elites in their respective areas of influence.

secondary needs. The final list of respondents contain 210 names. The Atlantic province had the fewest (14) respondents and Quebec submitted the longest list of 68 names. Table IV provides the final distribution by region of the members who received and returned questionnaires.

TABLE IV

Distribution of Survey Population by Province and Region and the Number of Returned Questionaires

PROVINCE AND REGION	NUMBER OF RESPONDENTS SURVEYED	NUMBER OF RETURNED QUESTIONNAIRES	
Atlantic	14	9	
Alberta	20	19	
British Columbia	21	19	
Manitoba-Saskatchewan	40	29	
Ontario	47	38	
Quebec	68	37	
TOTAL	210	152	= 72%

In the original guidelines for selecting respondents it was suggested that each region consider including representatives from government institutions and professional organizations in the community. Since a list of respondents did not include in all cases the individual's occupation, there was no way of accounting for the distribution. The questionnaire did request this information which is provided in Table V.

The group with the smallest number of respondents who returned questionnaires were students (3) and trustees (9). The college administrators were the largest group with 92 returns. The average length of time of all respondents in their present position was 3.03 years. When this is broken down by position students had the least time, as would be expected, of 0.7 years, government and trustees 3.6 years, administrators 3.7 years and instructional staff 4.1 years.

TABLE V

Distribution of Respondents Who Returned Questionnaires By Major Area of Responsibility and Organization*

MAJOR AREA OF RESPONSIBILITY	RETURNED QUESTIONNAIRES
Provincial Government Administration	17
Trustees	9
College Administration	92
College Staff	31
College Students	3

*An accurate tabulation of the position of those who were sent questionnaires was not available. However, the number of students and trustees who were asked to respond was small.

When the age of the students were excluded the mode age of the respondents was 41 to 50 years. No position was significantly different from the others. Trustees and government officials tended to be slightly older and staff tended to be slightly younger.

Data Collection and Analysis

With the acceptance by the Board of the Canadian Commission of the Community College of the proposed course of action stated above, a survey instrument was designed in both English and French. The need for bilingualism found strong support when the English instrument was translated into French by one native speaker. His work was checked by two others and no one caught a critical error. The phrase in English . . . The need for a national association of non-university, post-secondary institutions . . . was taken by the translator to mean an Association of Colleges whose course did not lead to University transfer. A correction was sent out after a number of respondents indicated some of the CEGEP's courses did lead to University transfer program.

Questionnaires were sent out to 210 respondents identified above and 152 were completed for a 72% return. The data was placed on punch-cards and compiled by a specially designed alpha-numeric string data program. In this way each sentence a respondent wrote, was used. The string data program provided the following:

1. An individual word frequency dictionary where each word was tabulated.
2. A combined word frequency dictionary was created after selected words were requested placed in combination.
3. Synonym substitution was fed back into the original statements and similar words were replaced by their synonyms.
4. Sets were established and the frequency of occurrence was recorded. The numeric data were treated independently and matrices established to determine the relationship between the variables. Chi-square tests were seen as the appropriate test of significance since the data were mixed (integral, ordinal and nominal). The data are reported in the next section.

Unity and Diversity

F. C. Thiemann

Introduction

The finding of the National Survey fall under five distinct headings:

1. Needs of a National Association.
2. Who should be served?
3. Goals and objectives.
4. Services to be provided.
5. Future problems.

These findings are reported in computer-compiled sets which, while synthesizing a large body of data and making it more easily handled, sacrifice much of the force of individual statements. The machine method of handling the data also hides common and unique provincial concerns. So that the material may be easily read and understood and still have the flavor of distinct provincial differences both forms of data are presented.

Needs of a National Association

Respondents were asked to determine when they thought a propitious time would be established a National Association by placing a check (✓) in the appropriate square. They were also to provide reasons for their choice of date.

1970-71	1972-75	Later	Never	Don't Know
☐	☐	☐	☐	☐

While all the respondents checked a date, only 62% of the respondents supplied reasons for their check. The distribution of dates assigned and the percentage is presented in Table I.

TABLE I

Distribution of Dates and Percentages

1970-71	1972-75	LATER	NEVER	DON'T KNOW
83	52	5	2	10
54.6%	36.2%	(9.2%)		

A clear majority of 54.6% of the respondents indicated the organization should be started immediately. An additional 36.2% while agreeing there should be a national association felt there was some need to wait. Of their reasons more will be said later. If consideration is given to dichotomizing the date line into "yes" and "no" and saying 1970-71 and 1972-75 is "yes" and other three categories are "no" then it is obvious that 90.8% of the respondents are in favor of the National Association. The question is justly raised, what are the reasons for organizing now or for waiting one to five years longer? The following statements are a condensed form of the actual responses found in Appendix A.

1970-71. The simple statement, "The need is now, why wait?" typifies the responses of those across Canada who checked the 1970-71 cell. While a few respondents suggested the needs of community colleges could be met by existing organizations, the majority either supported the creation of a new association with all of its problems or were not concerned with the machinery as long as the task was accomplished. Furthermore, the pressing need for individual institutions and provincial systems to establish formal contact with the larger community, for facing, not avoiding, immediate common problems, for developing the spirit of support and cooperation, and for capitalizing on the two year effort of the CCCC, suppressed all other concerns.

1972-75. The 52 respondents who checked 1972-75 gave as their reason for delaying the establishment of the association the more pressing need to organize provincial systems; the necessity for gathering and disseminating information so as to build a greater awareness of the need at the grass roots level and for enlightened long range planning; and to explore the possibility of extending the scope of existing associations before creating a new one. In addition, some felt the goals of any new association must be made explicit and extensive discussion of cost benefits would be required before provincial departments of education support would be obtained.

Later and don't know. Only one respondent suggested the establishment of the association be postponed until after 1975. His reasoning was based on the assumption that no common understanding of the community college movement now exists in Canada and that before a community college association can be formed "more active organization at the provincial level" is necessary. In the same vein the two respondents who said they *didn't know* alluded to provincial responsibility in all educational matters and the possibility of working with established local and regional organizations already in existence.

Never. Of the 152 respondents only two felt there was neither "urgent," or "demonstrated need" for a national association. Again provincial associations were perceived as useful while a national body would only frustrate the college movement since it had neither the power nor authority to solve any problems. One other respondent did concede, however, that a federation of provincial associations might be relevant.

Who Is To Be Served By the National Association?

One of the crucial problems facing emerging organizations is who should be served, or stated another way, who will be offered membership? If the gates are closed to all but an exclusive few then the organization assumes a different posture than if it were opened to many or all.

Some organizations like the American Association of University Professors (AAUP) began with very rigid standards. Before 1919 the association required a professor to have had ten years of college or university experience, to be nominated by three members in good standing and finally to be approved by two-thirds vote of the council membership. While in recent years the AAUP has relaxed some of its membership requirements it may still be considered an exclusive organization since it requires the initiated to have long periods of training (graduate degrees); requires the individual to subject himself to rules and discipline of the organization; and calls for a commitment of the member's time and energy to organizational activities.

In an inclusive organization, on the other hand, the organization has minimal requirements; does not insist on high level of commitment and requires little or none of the individual's time. Fraternal and service organizations fall under this category.

Only if the membership can afford to pay the price for exclusiveness can the membership be kept small. In most organizations however, economic pressure requires that membership should not be too restrictive. Furthermore if the organization seeks to be an economic or political pressure group, then it needs a broader membership base. This was one of the reasons why the AAUP relaxed its requirements. The question could be asked is the association of Canadian colleges so very different from other professional associations such as the AAUP? The answer to this question may be inferred from who the respondents say should be served. Table II shows the first, second and third rank order choices of the respondents in the national survey. The combined choices provide the most definitive ranking.

TABLE II

Distribution of Respondents First Second and Third Choice and the Combined N, Rank and Percentage of Who Should be Served by the National Association

WHO SHOULD BE SERVED BY THE NATIONAL ASSOCIATION?	RANK			COMBINED		
	1st	2nd	3rd	N	%	Rank
Provincial Systems	1	4	3	75	22.5	2
Trustees and Boards	4	3	2	65	19.5	3
College Administrators	4	2	1	108	32.4	1
College Staff	3	1	4	60	18.0	4
Students	5	5	5	26	7.8	5
			TOTAL	334		

The combined total of the three choices shows the college administrators as being the group to be served first, if such priority is necessary, and the provincial system second. Trustees and boards and college staffs have a range of only 1.5% separating them and the last group that should be served by the national association is the student.

As noted before three students replied to the question and all rank the administration as being the most important group to be served. Beyond this they rank students as being the least in need of direct support and assistance. Those who voted for students as being the primary group to be served had jobs that were directly related in student services, i.e., counsellors, deans of men and women etc.

While college administrators were the single largest group in the sample, only 71 out of the 108 adminstrators indicated by the first, second or third choice that they should be the ones to be served. It should also be noted that while the trustees and boards were the second smallest group with only 9 respondents, they received the third greatest number of votes (65). In summary there is no reason to believe that only administrators should be served by the national association but if at first only one group could be the target population, then the administrators should be selected. One might reason that they are the middle group between provincial systems and boards and staff and students.

What Should Be the Goals and Objectives of the National Association?

The goals and objectives as submitted by the 152 respondents totaled 549 individual statements or 3.5 statements per respondent. The range of responses per questionnaire was from 0 to 15. Since many of the statements were similar, the number of individual sets was initially reduced to 32 with a further reduction to 9 when some of the sets were subsumed as subsets. The 9 major sets along with the number of responses and their rank are found in Table III.

TABLE III

Distribution of Responses by Number and Rank to the Question Of Goals and Objectives for the National Association

CATEGORIES	GOALS AND OBJECTIVES	
	Number	Rank
1. Act as a national clearing house for information.	131	(I)
2. Develop national standards and guidelines.	92	(II)
3. Provide an avenue for federal interprovincial, institutional and community communication.	75	(III)
4. Monitor Canadian college needs and assess Canadian policies and post-secondary education.	68	(IV)
5. Provide leadership in curriculum planning, staff training, finance and administration and governance.	60	(V)
6. Develop and refine a national philosophy for community colleges.	40	(VI)
7. Assess employment opportunities and communicate these to students.	29	(VII)
8. Encourage, promote and support adult and continuing education.	14	(VIII)
9. Assist in establishing a national training center for instructors and administrators.	10	(IX)

The first three identified goals and objectives, the national clearing house, the standards and guidelines and avenues of communication account for more than half of the 549 responses. The first, the national clearing house for information and the third the opening of avenues of communication are closely related in that they are two aspects of a communication system. The system is seen by some respondents to reach a larger population than what is normally considered. Some respondents have stated that government, business, and industry must be involved in this communication network.

The second goal, to develop national standards and guidelines, forcefully indicates one of the problems institutions face with their highly mobile student population moving from one institution to another, in and between provinces. This goal is closely related to the fourth statement of the need to monitor and assess Canadian policies in post-secondary education. For as these policies change, they will have a decided effect on the standards and guidelines, i.e., if the "open door policy" becomes a reality and not just a nice sounding phrase, then secondary schools and universities will face a whole new set of problems, as will the colleges themselves.

While the fifth goal of developing and refining the national philosophy for the community college may appear to be trivial, it hits at the hard core reality of the need to be flexible in the face of changing social conditions. The goal implies that a statement of philosophy should not be something that appears at the front of a curriculum guide and the annual report but is never taken seriously, if it is ever read at all. But it is the living expression of what the organization is about. And it serves as a guide as to how well the members are attaining or moving towards that end. Too often slighted because of its high sounding name, it represents the foundation of the college movement. Without it we are but a new mass of laboratory rats moving through a new maze, not knowing why or how.

One of the major functions communicated through the national journals and conferences and workshops is found in the sixth goal—to provide leadership in curriculum planning, staff training, finance and administration and governance. A casual perusal of the professional journals in nursing, engineering or the Junior College Journal in the United States gives ample evidence of the leadership provided. Attendance at national and international meetings attest to the interest and need. While we should consider the rank ordering of these goals and objectives as the voice of the majority in identifying what needs to be done immediately, few would deny the fact that such an objective should not be of major importance as the matter communicated or the subject of the standards and guidelines.

Another matter which is of continuing interest to post-secondary education as a whole and is a fit subject to be reported in Journals, is the employment and occupational information. Compiling reports from DBS and interpreting these to students and staff is of primary importance.

The eighth goal, while sounding somewhat particularlistic—to engage, promote and support adult and continuing education—should be taken in its broadest sense. It might have been better to call this community service where the institution functions to the best of its ability and in concert with the needs of the community it serves. This is meant to entail the full range of activities from programs in classes to coordination of the community efforts in identifying and solving its own problems. This is a serious and ticklish area where a great amount of work needs to be done and where the staff needs to have a great deal of finesse. Since it is so little understood, it tends to be more ambiguous than other goals.

The last goal is, in part, a reality—to establish a national training center for instructors and administrators. One year underway, the college leadership training program at the University of Alberta already has a number of students working in the area of college administration. But the big need now is for such a program for instructors. How this will or should be done is at this time an academic question. It may be one or two universities would wish to develop a program or a community college could become a laboratory center or the national association with some outside financial help could establish a mobile academy where experts are brought in for a short time to teach particular aspects of the art. Whatever way it evolves, it must occur if the college movement is going to become something other than an extended high school or a suppressed university.

Activities and Services that Should be Provided Immediately and Later by the National Association

In the preceding section, the goals and objectives of the National Association were outlined and in this section 24 activities and services are identified that should operationalize those goals and objectives. These activities and services are again in condensed form, since 418 separate statements were advanced by the respondents. In a general way these 24 sets of activities and services flow from the 9 preceding goals and activities. The appropriate goal attainment in Table IV precedes those activities and services that will help in goal achievement.

As in Table III the first three needs are those related to the information clearing house standards in communication, but the fourth most important activity, in-service training, was to provide leadership in curriculum, instruction,

TABLE IV

Distribution of Responses by Number and Rank for the Activities and Services a National Association Should Provide to Fulfill its Specified Goals and Objectives

GOALS OBJECTIVES	ACTIVITIES AND SERVICES NOW	 LATER	 COMBINED	 RANK
I. To act as a national clearing house for information.				
a. To gather and disseminate all manners of research related to post-secondary education.	81	49	140	(I)
b. To promote research related to the community college movement.				
c. To establish a national journal.				
II. To develop suggested national standards in guidelines for:				
a. Qualifications for instructors.	30	24	54	(III)
b. Curricula courses and programs.				
c. Articulation among colleges, universities and high schools with references to student admission, achievement, granting of degrees, certificates and diplomas.				
d. Accreditation of colleges and programs.				
e. Organization structures, administrative procedures, planning and budget procedures, physical facilities.				
III. To provide an avenue for federal inter-provincial, inter-college and community communications.				
a. Through conferences, workshops and meetings of personnel.	61	28	89	(II)
b. Through an inter-provincial, inter-institutional travel.				
c. Through shared use of facilities and staff.				
d. Through the participation of local and national groups in decision making processes.				

IV. To monitor Canadian College needs and to assess constantly Canadian policies in post-secondary education. a. To promote actively the Canadian college movement. b. To speak to national issues and to assist in the solution of such problems as polution control, bilingualism, regional economic development, northern development and national identity.	24	12	36	(V)
V. To develop a national philosophy for the community college. a. Defining the role of the community college. b. Developing the national association to promote that role.	15	1	16	(VII)
VI. To provide leadership in: a. Curriculum planning. b. Staff training. c. Institutional research. d. Financing and development of community colleges, and e. Administration and governance of community colleges.	29	17	46	(IV)
VII. To Assess employment opportunities. a. To assist in placing graduates. b. To assist in placing staff. c. To establish salary schedules and other fringe benefits. d. To conduct student and staff follow-up studies.	10	8	18	(VI)
VIII. To encourage, promote and support adult education, community education, life-long or continuous education. a. To use news media. b. To inform high schools and college students. c. To creatively identify needs.	8	2	10	(VIII)
IX. To assist in the establishment of a national training college for instructors and administrators. a. Through an advanced training school. b. Through in-service training. c. Workshops, conferences, etc. d. A national mobile academy.	3	6	9	(IX)

etc. The overwhelming need is perceived to be knowledge of what others are doing and fit information as to what should be done that could be transmitted through a national journal. Two distinct concepts can be inferred from the respondents' statements. First is an effect of isolation or semi-isolation within provincial or institutional bureaucracies. Few people or organizations can live in isolation. The need to compare and contrast one's own activities with another's is vital to growth and well-being. The lack of comparsion is stifling even under the rationalization that one or one's organization are unique. In fact the realization that one is unique is attainable and supported only by knowing what others are like. Isolation in emerging, creative, and person-oriented organizations like the community college can rapidly become destructive. Like Pitcairn Island, new blood is constantly required to be put into the system if the population is to remain mentally alert. The new blood for the community college is information in the form of what others are doing; research findings and the speculative forecast of the nation's most creative minds. Without this the community college, like Pitcairn Island, is doomed to feeblemindedness.

The second effect is in the form of moral support. Asch, in his early studies, noted that when the naive subject was faced with the pressure of the group's opinion he acquisced. Only the very self-sufficient could withstand the group's pressure. In a like manner the more innovative a person or organization is, the more he must be self-sufficient or have external support.

The journal, through its reporting of research, its "how and what to do" and "what is going on" articles provides the support to experiment and persist with the new in face of the challenging old. Further support for these two considerations is found in the second most important need—to provide conferences and workshops that are inter-provincial and international to share facilities and staffs and to attempt to resolve local and national problems. Each of these breaks down the isolationalism and bolsters the community college movement. While some few administrators would complain that they attend too many meetings and are no longer recharged by their attendance, this may serve as a good indication to them that while they want a voice in the local and national decisions, they are not allowing their subordinates an opportunity to participate and to grow. Maybe the over-travelled, overmet, and over-extended superiors should allow some of their younger subordinates the opportunity to recharge.

Proceeding through the list of activities and services, it is evident that each one fosters the extension of the concept of community and mutual support that is so vital for the advancement of the college movement in Canada. Individuals and their institutions can no longer function as if the world only extends to the boundary of their service area. There must be cooperation and coordination and this is the focus of the activities and service the respondents are suggesting.

What are the Problems, Issues and Conditions Facing Post-Secondary Education in General?

In this section the problems, issues, and conditions facing post-secondary education by province are presented in condensed form. A complete listing by province of the original statements is found in Appendix B.

Atlantic provinces. The respondents in the Atlantic provinces foresaw increased governmental emphasis on cost control and accountability. This concern was due to the seemingly endless increase of student enrollment to diminishing natural and financial resources and to repressed governmental measures arising from actual or potential student unrest. At the same time, these respondents were concerned with training and retraining programs designed to meet the needs of students, industry, and the federal government.

Alberta. Concerns with the threat to the environment, escalation of educational costs, and demands for accountability are seen as causes for a shift occurring in the distribution of power and in the values and goals of Alberta society. These changes can be seen in conflict between the hard and soft sciences, where one faction stresses the need to prepare people for employment while the other is concerned with man being trained to face change, mobility, unemployment and leisure. Public pressure is also perceived as demanding educationalists to open their door to community involvement—in the form of participatory governance and goal setting. This involvement by the community entails a redefinition of the colleges' purpose, a better articulation between educational institutions and between the schools and the community, and finally making education more relevant to the needs of the individual and his immediate society.

British Columbia. Societal changes in British Columbia in the form of reduced work week, increased social benefits, early retirement, and universal higher education will place a heavier strain on the province's ability to finance the educational programs at all levels but especially at the community college. Furthermore, the pressure to offer salvage programs, retraining, lifelong education, transfer, and general education etc. may be making demands of the colleges that they are incapable of meeting. Demands of relevance in programs, community and student participation in governments, and the problems of employment for community college graduates are further complicating the task of the colleges, their trustees, administrators, and staff. These problems, issues, and conditions lead some in British Columbia to stress the greater need to create adaptable institutions based on continued short and long range planning.

Ontario. While some of the respondents from Ontario focused on the societal problems of crowded cities, breakdown of the family unit and established values, and the effects of socialistic trends on reduced individual integrity and motivation, they also saw the increased community pressure to teach good values and attitudes to students who would be spending longer periods of time in school. Other respondents identified short range problems of overcrowded schools and society's reluctance to spend more money on non-productive education, while another group looked at the long range problems involved with birth control and its resultant decrease of school population. The cyclical nature of such undulating trends cause some to be pessimistic while others saw hope in the future. The desirability of more high school students going to community college was thwarted by problems of transferability to the university and acceptability to industry. There was also concern that the battle between "educationalists" and "industrialists" would have to be settled before education could get on with its task. With all of this Ontario sees a need to develop a national identity, to open the North, and for the federal government to become more involved in education.

Quebec. With the problems of unemployment that have plagued Quebec there are concurrent problems of moral disintegration—with no acceptable substitutions, the need to train students for employment, the lack of articulation between colleges and work, and the pressures from advertising on society to want and buy more. All of this leads to what the Quebec respondents see as a financial crisis in the future. In addition, they also identify the problems of changing technology requiring the retraining of individuals most of whom must be retrained on a part-time basis. This entails a greater accessibility to institutions than is now readily available. When these problems of cultural revolution and needs of the people and industry are coupled with the remodeled educational system of Quebec under a single structure, the community college people feel that competition for funds will be increased to the point that they will not effectively be able to accomplish their task.

Saskatchewan and Manitoba. In Saskatchewan and Manitoba there is a growing awareness for the need of long range forecasting to determine the manpower needs and training in the future. There is also a need to retrain and update not only the workers but the instructional staff. This aspect of planning is seen as being ignored by provincial governmental officials. In Saskatchewan and Manitoba they also see that there is a gradual shift away from general education to occupational training. But the occupational training lends itself to some difficulties, i.e., that there will be a shortening of the work week and of work life which implies more leisure time. Because of this the respondents felt there was a need in education to turn students away from the Protestant work ethics to a more general education for leisure activities. But it is obvious that this turning away from a set of values held by their parents has caused a greater polarization of the attitudes and values between the young and the old. In turn this has led the public to be disenchanted with the school and the educational system. The liberalism of the past appears to be giving away in part to conservatism of the future. All of this leads Saskatchewan and Manitoba to the concern for financing their educational system. They foresee the greater involvement of the federal government and at the same time the tightening of governmental control in the provinces.

What Problems, Issues and Conditions are Anticipated for the National Association?

With reference to the future of the National Association, the following question was posed: What problems, issues and conditions are anticipated for the National Association? The answers to this question, which are found in their original form in Appendix C are summarized here for the convenience of the reader.

The Atlantic Provinces. The new national association will be one of the many organizational institutions faced with the task of cooperating with the federal and provincial governments, of clarifying roles and relationships between one group and another and of coordinating services on a national level. Rapid growth of institutions offering non-university post-secondary programs will present difficulties in the form of financing, and student unrest. There will also be the problems of distinguishing the non-university post-secondary programs from the whole educational mosaic and of proving some means of integrating and coordinating all educational programs. Furthermore, the requirements of business and industry will have to be recognized.

Alberta. The respondents from Alberta foresaw difficulties arising from the diversity of programs, objectives and interests, increased enrollment and the existence of various other educational agencies. Federal funding, student participation and consideration of French-Canadian interests especially language were seen as essential. It was felt that the transfer of credits would also be a problem area, aggravated by geographical distances and differences. Increasing demands for physical facilities were also anticipated, though in this respect it is interesting to note that in one Alberta view, post-secondary education is a concept rather than a place.

British Columbia. B.C. respondents dwelt on the need to educate for leisure, on the expected increase in enrollments and costs and on need for a continuing re-training program. The curriculum will have to be flexible and subject to constant review. The community in general and the business community in particular, will be required to show greater acceptance of non-university programs, and greater cooperation in determining educational requirements. Reference is also made to difficulties such as regionalism, bilingualism, geography, the attitudes of youth and the changing moral climate.

Ontario. The respondents from Ontario stressed the need for the association to support the positions taken by member colleges. The need for flexibility was again noted and reference was made to provincial autonomy and jealousy and to balkanization. It was felt that more thought would have to be given to the development of the basic skills required for living. To increase its effectiveness, the association would have to use the most up-to-date means of communication.

Quebec. On the one hand, a National Association might interfere with the Commission for the Community College. On the other, it could help the institutions provide for the needs of the student and of society and assist all concerned in adapting to the changes resulting from modern technology. Reference is made to other problems and issues such as political evolution, a search for relevance, curriculum development and the relation of education to other social phenomena.

Manitoba and Saskatchewan. Respondents from these provinces also raised the issue of national unity, provincial autonomy and jealousy, financing and retraining programs. The problem of U.S. immigrants was noted and the leadership role of the association was stressed. Mention was also made of rapid change, of effective communication and of the necessity of developing practical and relevant programs. Emphasis was given to the need for establishing a meaningful relation between the various types and levels of educational institutions.

These changing social conditions were seen as having an effect on national policies of post-secondary education.

PART II:

Paradigms

EMERGING PATTERNS OF ORGANIZATIONAL PURPOSE

ALTERNATE MODELS FOR A NATIONAL ASSOCIATION

Introduction

The knowledge of the past and present provides the baseline data for future action. The baseline data as seen in *Environments* outlines the critical path people have followed, illustrating some of the alternative courses of action that were possible and the negative factors that rendered them unacceptable. It also notes certain elements of what is called fate, i.e., the English, rather than the French domination of Canada, Canada not following the lead of the United States in seceding from England, strong provincial government rather than a strong federal system, etc., and points out that these factors create particular problems whose solutions take uncommon forms. Furthermore, with this particular history and development and with our seemingly unique structure and assumptions, the range of diversity is in means rather than ends. People in each province assume that the end of the process is to provide an educational opportunity that is in concert with their needs and aspirations. In more exact terms, the common goal is to develop each individual's potential to the point where he is able to have self-realization and self-actualization, and by doing so, to help him be of assistance to his community, province and nation. Such ends are achieved by using the past and present as a springboard for the future.

Theories and models devised at a particular point in time, it is hoped, will lead to the desired end. The theories and models are not ends, nor are they the course of action that will be taken. They represent the desired outcomes as perceived at the time. They trace possible courses of action that seem appropriate to achieve the goal. The theories, then, are not static strategies with predetermined outcomes. They may only provide a high degree of probability. The models are the ideal as it is now perceived to be. They too are not static but will be modified as awareness and creative imagination are increased and employed. With this understanding, the following models are what have emerged today. They represent that which has stemmed from our knowledge of the past and present. The caution here is twofold. The models are not presented as the last word, and, if they are considered to represent the ideal, they need not be realized all at once. Specifically, the statement of purpose represents no one individual's bias but the biases of those who responded to the national survey. Those who have read the statement and criticized it have raised questions as to the proposed order, to the importance of certain items, and to the desirability and feasibility of implementing others.

The present effort is to provide those who are and will be involved and interested in the formation of a Canadian association to have a point of departure for eventually developing a more definitive statement of what the association should do. The same comment must also be made for the three models of Eidell, Kidd, and Steward. In varying degrees, all three model builders used a basic social movement model as a point of departure. Each constructed a fully developed organizational structure. It was not the intention of either the Planning Committee or the model builders themselves to suggest that the Canadian association should begin as a mature organization. The intention was to depict three alternate models, one of which could be adopted or adapted to meet the present conditions. It furthermore was intended that the association, if organized, would begin on a small scale, possibly housed and partially supported by an existing parent organization. Dr. Stewart notes this as a possibility in his model. Whatever direction may be taken by the National Assembly or by association that may come from it, the paradigms developed and criticized in this section are but an anaclitic device to those who must assume the responsibility of rejecting the establishment of a Canadian association or implementing it if accepted.

Editor

Emerging Patterns of Organizational Purpose

Introduction

The statement of purpose entitled "What is the National Association of Canadian Community Colleges" presented below was developed from the preceding section, *The National Survey*. While not representing a statement of philosophy, the statement does attempt to express in concise terms what the sample population identified as the nature and purpose of the Association. The purpose in writing such a statement was three-fold: (1) To serve as a basis for analysis and discussion by critics across Canada who could support, modify, or reject the ideas and concepts involved; (2) To serve as a guideline for the three model builders who were selected and commissioned to operationalize the identified ideas and concepts; and (3) To assist Assembly delegates and the Association Constitution Committee in formulating the Statement of Philosophy. The pages following the statement of purpose are critical thoughts and recommendations of a number of prominent community college leaders whose insight will be invaluable to any further effort.

Editor

What is the National Association of Canadian Community Colleges?

WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?*

F. C. Thiemann

The National Association of Canadian Community Colleges is a private, non-profit corporation. Its membership consists of post-secondary, non-university institutions across Canada and individuals from Provincial governments, institutes and colleges and the general community. Membership includes administrators, staff, students, trustees and other interested persons.

The functions of the Association are:

1. To be a national clearing house of information on post-secondary education
   - (a) by gathering and disseminating post-secondary research and information;
   - (b) by promoting research related to the community college movement; and
   - (c) by establishing a national journal.
2. To assist Provincial Systems in the development of national standards and guidelines for:
   - (a) the Qualifications of Administrators and Instructors;
   - (b) Curricula, courses and programs; and
   - (c) articulation among colleges and secondary schools, universities, and the community with particular concern for:
     - i) student admission orientation and transfer and counseling,
     - ii) achievement, and
     - iii) follow-up studies.
   - (d) Accreditation of Institutions and programs
   - (e) Organizational structure, administrative procedures, planning and budgeting, physical facilities and reporting
3. To facilitate federal, interprovincial, intercollege and community communication by
   - (a) arranging conferences, workshops, and meetings
   - (b) sharing facilities and staff
4. To monitor Canadian College needs and to constantly assess Canadian policies in post-secondary education by
   - (a) promoting the Canadian Community College movement, adult and continuing education
   - (b) speaking to national issues and assisting in the solution to such problems as pollution control, economic development, bilingualism, and national identity.

The Association accomplishes its mission through the cooperation of its individual members and member institutions which contribute both human and material resources to the task at hand. The Canadian Association in this way can expect to have a broader scope and to have a greater impact than any single institution or province.

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*Title of National Association to be determined after the National Assembly in November, 10-12, 1970

Critiques of the Statment of Purpose

COMMENTS OF WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?

Milton R. Fenske

I. General Comments

In a complex society complex organizations are often required in order to achieve desired goals. At the same time the desirability of goals and the appropriate division of labor among large organizations is less evident than in simpler, more homogeneous societies. Purpose becomes a question to be decided rather than an obvious matter.

The establishment of a new organization requires that cognizance be taken of the interdependence of organizations within the larger society and the consequences this has for organizational goalsetting. A structure already exists for education in Canada. Many organizations established by statute make up this structure. Other organizations exist which have been established by other than statutory means and which operate outside of the formally established structure but which, nevertheless, influence, more or less, the interna of the formally-established system.

The National Association of Canadian Community Colleges will simply be one of a number of organizations interested in and/or involved in administering higher education in Canada. The setting of goals (i.e., major organizational purposes) for such an organization is essentially a problem of defining desired relationships between this organization and its environment. To some extent the success of the National Association of Canadian Community Colleges will depend upon the establishment of realistic goals for this organization with due consideration being given to the existing structure and to the organizations already operating within and outside of the existing formal structure.

The mission or purpose of an organization is to achieve the goals established for that organization. The goals established need not—indeed probably will not—remain static but may change as the conditions in the environment change. The success of the organization will depend, to a large extent, upon the degree to which the goals are actually achieved.

II. Needs and Goals

Individuals and groups associated with college education have a variety of felt needs. Needs give rise to goals for the individual, group and organization. Goals may be achieved however through a variety of organizations and activities, though it will prove impossible to fulfill some of the goals through any existing organization.

Goal-setting by individuals and groups is purposive but not necessarily rational. Goals may be determined by accident, by careful determination, or by a process somewhere between these two extremes. Goal-setting for the National Association of Canadian Community Colleges should proceed through a process of rationally determining the relationship of this organization to its environment.

The ideal is to attempt to meet all the expressed needs but not necessarily to attempt to provide for all needs through the auspices of a single organization. The goals of the National Association of Canadian Colleges must be established in the light of the environment as it already exists.

III. Summary

Needs are central to the establishment of goals for the National Association of Canadian Community Colleges. Careful and detailed discussion should take place at the National Assembly to determine which needs can be reasonably met through a national organization. The needs that can reasonably be met through a national organization will give rise to the establishment of goals for the National Association of Canadian Community Colleges. The possibility exists that when the goals for a national organization are established they may be deemed to be of insufficient importance at this time to justify the immediate establishment of the organization.

WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?: A CRITIQUE

Walter B. Pentz

It would seem fair to assume that the goals of any association grow out of those purposes and functions common to its members. Since in my opinion this association will be made up, primarily, of post-secondary institutions, the "mission" of the association would emerge with more clarity and precision if it were based upon an operational definition of post-secondary education as reflected by the roles of the institutions involved.

Stated, perhaps, as the preamble to a charter or constitution that may be adopted, this definition could serve as an ever-present frame of reference, not only for the formulation of association goals, but for their implementation as well. It probably will be eclectic in nature and, therefore, will probably not characterize every institution. However, some facets of the definition should be appropriate to every institution and at this point the activities of the association and the member institutions should be mutually beneficial.

I would further suggest that an appropriate definition could emerge from the empirical referents which can be found in those institutions striving to be community colleges. In an attempt to clarify this proposal, may I offer a vignette as an example?

> Post-secondary education comprises those endeavors which meet the educational, cultural and recreational needs still existing in society. These endeavors require that: a comprehensive, flexible and current curriculum be available to any adult who expresses a willingness to learn; and, encouragement and support be given to these activities which would enhance the quality of life within the community.

One of the purposes of the Association is to promote research in post-secondary education. With a preamble as a guideline, the areas of examination and its content can be further delineated. The mission of the Association as proposed in, *What is the National Association of Canadian Community Colleges?*, is quite appropriate. However, a preamble can help establish its character and viability by providing some direction.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

W. G. Manning

Paragraph one defines or describes the Association. I like the plan of organization described.

Succeeding paragraphs define the mission of the Association. To Item one I would give top priority as did the author of the paper. Dissemination of information is a great need in Canadian education. The situation is improving but provincial educational systems and educators in various provinces have tended to operate in isolation duplicating investigation, research and pilot projects often without knowledge of what is being investigated elsewhere.

Since Item one is of greatest importance and since Item three serves the same purpose I would give it number two priority.

To Item two I would give third place on my priority list after removing the word "national" from the first line of the statement.

To assist in making community colleges effective, standards and guidelines must remain flexible both nationally and within provinces. Much of the success of community colleges to date has been due to the fact that their leadership has not been restrained in serving community educational needs by tradition and rules to the degree that secondary schools and universities are restrained. Achievements at Centennial College, Scarborough, Ontario, for instance, would seem to be due to the fact that its leadership has been able to introduce courses without being restricted by tradition, by Department of Education directives or by staff certification and tenure rules.

Of course leadership and administration must consider very seriously staff qualifications. Development of curricula, courses and programs is improved by more expert help than a single college can employ. Some uniformity in courses and standards facilitates transfer of students and gives assurance to employers who may hire them. Accreditation gives assurance to students, employers and the public. But let us not try to lay down standards for qualifications of instructors, for courses and for student achievement which every community college is expected to accept. If we do we shall destroy part of the potential of the community college movement.

In Item four the means (a) and (b) do not seem to agree with the initial statement. The item might be subdivided to make up items four and five as follows:

4. To monitor Canadian College needs and to assess Canadian policies in post-secondary education by
   (a) studying the implications of various policies
   (b) comparing Canadian policies with those of other countries.
5. To serve post-secondary education and community colleges by
   (a) promoting post-secondary and community colleges through all the means of publicity available
   (b) by making presentations to governments and to public and private organizations on behalf of the community college movement
   (c) by pointing out the potential of community colleges in the solution of such problems as pollution control, economic development, bilingualism and national identity.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

John Dennison

1. I must admit to some feelings regarding the name of the Association. Except in B.C. and Alberta, there are no real "community" colleges in Canada, at least in the strict sense of the term. I feel there is greater flexibility and less possible confusion in using the title "The National Association of Canadian Colleges."

2. I support the first mission (1) of the Association with the possible addition of (d) "by developing a documentation centre of materials related to the Canadian Colleges." Again, I would tend to drop the word "community."

3. The first line of (2) is of concern to me. I see real danger in the interpretation of "national standards" which are hardly in accord with "national guidelines." At this point the Association needs to be extremely careful. "National standards" is even more fear producing then "provincial standards." This is the one point with which individual college people would be most concerned. My suggestion is to rewrite the first sentence to read. "To assist Provincial Systems in the development of suggested guidelines for:" It is mandatory to emphasize the preservation of whatever individual college autonomy is possible. Each provincial system has different priorities as reflected in its objectives and each college should have freedom within the provincial system as far as can be allowed within that system. With that reservation, the remainder of (2) would be acceptable.

4. Part (3) is acceptable with the suggested addition of "initiating and arranging conferences" etc.

5. In regard to (4), while respecting your point, the use of "adult" and "continuing education" may evoke some objections from people in those areas. Perhaps it may be better to end at "Canadian College Movement." In (b) it may help to add the obvious examples of "unemployment" and "manpower retraining."

Sorry to appear to be unduly critical but I feel that this document needs very careful consideration.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

L. A. Riederer

While one might be tempted to assume (in an educational sense) that a Community College is to be all things to all people, it would seem somewhat less than realistic to conclude that a national character could be achieved through an amorphous representation from all who touched upon the program. I would, therefore, take issue with the proposal of this paper to admit all to membership on the mere expression of interest. If such a situation were, in fact, allowed to develop the Association could achieve substance only if sufficient polarization of membership were possible to allow distinct foci to develop on all issues which confronted the Association. The ranking of these "polarizations" would also be necessary to achieve decision-making competence for the Association.

Perhaps the simplest solution would be to make the conditions for full voting membership sufficiently restrictive to ensure at least some similarity of background and purpose for the main body of the Association. An absolute minimum requirement for full voting membership in the Association should be identification as a member of a Community College staff or a Community College Board (Commission or Board of Regents). A description of staff and boards of governance should be included in the constitution in order to clarify this condition of membership to suit the varied circumstances which exist throughout Canada.

In examining the purposes of the Association the term "clearing house" seems entirely too non-directive to make it worthy of a national organization aspiring to a national identity. This, to me, would be a library approach to the formation of a national organization. It might have its place but, in my opinion, it would fall considerably down the scale of priorities if one were looking for reasons to establish a national Association. Rather than "clearing house" approach I would advocate a "forum" approach to a national examination of issues and a national dissemination of information about those issues. In other words, I would like to see the adoption of some clearly defined posture for the Association which would form the basis for communication within the Association and outside of the Association. To me the term "clearing house" lacks purpose and lacks the implication of leadership this Association should exercise in Canadian education. If I were to rank the activities suggested under item one listed under the mission of the Association I would place the establishment of a national journal and similar publications at the top of the list. Next, in order of importance, I would place the promotion of research related to Community College development. Gathering and disseminating post-secondary research and information would occupy a low priority in my scale of expectations because I believe that it would at best be a secondhand source of information. In this day of rapid communications the collection of data and the arrangement of this data into any format desired is becoming increasingly more specialized and more readily available from agencies designed for that purpose. A more reasonable interest for the Association might be to concern itself with the design and development of data systems in the public and private sector to ensure that the kind of information is being assembled and published which will be of greatest use to Community Colleges and Community College systems.

To me the terminology of item two which refers to "national standards" has a chilling connotation for a movement which is supposed to be open to every modification conceivable in order to meet community educational requirements. Anybody preoccupied with national standards in any of the items listed (a to e) is simply not in tune with the philosophy and the spirit of the Community College movement. Standards promote rigidity—our slogan should be flexibility. To me, standards are frequently excuses to achieve status. As soon as you contemplate a standard, it can only be defined in relation to something else and herein lies the pitfall of this proposal. It would almost seem axiomatic that institutions which aspire to standards would also aspire to improving those standards (whatever they might be) and would eventually hope to achieve the supreme status which would be a position higher than anyone else. For Community Colleges this might well constitute aspiring to become degree granting universities. This, of course, would be utter nonsense and would be at complete variance with the whole purpose of the Community College movement.

Rather than address itself to the question of standardization or national standards, the Association might well address itself to the program, i.e., a description of the kind of staff which would be most likely to succeed, the kind of working relationships that have proven to be most successful, the kind of program and the kind of organizational pattern which has proven to be most efficient and effective. These and similar topics relating to operational aspects of Community College organization might be useful without impinging upon the freedom or ability of Community Colleges to adapt to local means and local priorities.

The truly strong influence a national Association could have would be to encourage (and actively organize) interprovincial and national communication between colleges and college systems. Conferences, workshops, and meetings would be only a few of the methods by which a national Association could accomplish leadership in this regard. Staff exchange is another. Because of the great geographic barriers to assembling personnel from across Canada, every aspect of today's communications media should be investigated and exploited to facilitate dialogue and better communications between provinces and between regions.

A national voice, as indicated in item four of the paper is a desirable and worthy objective although the great diversity of programs across Canada may well make this objective unattainable. But then there is really no need to despair about this since there is no one at the national level of government to whom a national educational body can address itself. Once again, we experience the great void in Canada's constitution—the lack of a national office of education at the federal government level.

However, to have a national Association of Community Colleges "speaking to national issues" may have some useful side effects if local and provincial authorities lend an ear and attach some credence to the pronouncement. Item four (a) "promoting the Canadian Community College movement, adult and continuing education" is a completely legitimate objective. Item four (b) "speaking to national issues and to assist in the solution of such problems as pollution control, economic development, bilingualism, and national identity" is utter nonsense. The Association should confine itself to the problem of improving a Community College's ability to meet its obligations at the local level. If regional and national needs can be identified, the Association should work actively to bring the full weight of its affiliation to bear on the solution of those needs. In-depth involvement of the Association in nation-wide campaigns, pressure groups, etc. would, in my opinion, not be in the best interests of the Community College movement nor of the Association of Community Colleges.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

W. B. Thompson

In reviewing the objectives of a National Association of Canadian Community Colleges, one cannot help being impressed with these worthy goals, and at the same time one needs to consider how practical these objectives are when considering all the various groups which would be served.

Professionally such an association could be of benefit to faculty, if techniques could be devised which would have a large participation of faculty members.

Due to the fact that each province administers and finances its institutions in a somewhat different method, then it is questionable whether a meaningful national policy could be established by an association.

Although not mentioned in this paper on objectives, one of the major questions would be the matter of financing such an association.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

K. F. Duggan

It is assumed that there are some typographical errors in the opening statement. "Non-universities institution" is taken to mean "non-degree granting institutions." "Student trustees" is taken to mean "students, trustees."

The proposed membership is a very broad one and may be too unwieldy initially to permit the association to achieve its aims. Including "other interested persons" as members would leave the membership virtually wide open. In some other national educational associations having a broad base membership, many individual members are unable to make a worthwhile contribution. They usually end up attending a yearly conference (generally when it is held in their locale) and receiving the association publication. Otherwise, they support the association financially, only.

I feel that it is essential to establish any new national association on a firm base at the outset. It is not enough to say that it will be an association of all interested parties, unless the mechanics of how those parties are to relate to each other within the association and how the association is to relate to outside interests is well established. To place a trustee and a student in the same association may still leave just as wide a communication gap as if they were in different associations.

Because Dr. F. K. Stewart's paper, "An Association of Community Colleges" deals with membership in more detail, I will pursue the question further in the critique of that paper.

Regarding the "mission" of the Association, I support most of the points outlined (providing they are called aims or objectives) because they are, for the most part, similar to the objectives of the Association of Canadian Community College Administrators which I already support.

I would, however, suggest that a few changes be incorporated, especially in sections where the term "post-secondary education" is used.

1. could read:

   To be a national clearing house of information on Canadian Community Colleges and post-secondary non-degree education by

   (a) gathering and disseminating pertinent information

   (b) promoting related research

   (c) establishing a national journal (this is really a part of (a))

   In 2 suggest "the Provinces" instead of "Provincial Systems," and in C (i) suggest drop "transfer" and the second "and," unless the section was intended to read student admission, orientation, transfer and counseling. If so, it is all right.

   In 2 it may also be desirable to add /or after and.

   In 3 add (c) exchange of staff

   (d) cooperating with other associations having similar aims.

In 4 add "non-degree" between secondary and education. I would drop "adult and continuing education." The previous statement is broad enough to include both.

In 4 (b) I feel that the statement should be qualified in some way because it is too broad. Perhaps relating it to issues which would effect Community Colleges would be sufficient.

In general, I feel that the paper sets out most of the things that the Association could do. In a final draft for the purpose of outlining a constitution, the objectives could likely be reduced to more general terms.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

J. E. Nykoluk

The proposal for a national association assumes an understanding of the needs and of the community of interest existing among a number of Canadian educational institutions related to the community college movement. Important questions relating to goals and objectives, membership and terms of reference for the planning of such an organization can be answered only in relation to such an understanding. The needs of the constituent members are reflected indirectly in the stated mission of the organization, which is expressed in broad and general terms, in effect statements or principle. A discussion of the outline becomes difficult without a more detailed exposition of the issues, problems and opportunities involved. For example, the paper creates at the outset a difficulty in this fundamental area by describing community colleges as non-university post-secondary institutions. Using a legislative definition, post-secondary education refers to courses of more than one year with entrance qualifications of grade eleven or higher. This definition would exclude more than one-half of the community college activities in Manitoba. If the proposed national organization does not reflect in its purposes or functions the essential features of many of its potential participants, then the foundation from which a national organization is to emerge would likely be weak.

If we assume, however, that in time we may identify a community of interest for the proposed organization, then we can proceed with an analysis of the purposes as expressed in the paper.

(a) Purposes 1, 3 and 4 dealing with the exchange of knowledge, communications and assessment of common needs are all desirable goals because they suggest a rational approach to the solving of common problems. While we may hesitate to question the virtues of these purposes, I submit that it is appropriate to question the costs in relation to the benefits derived. No evidence is provided to permit even a rudimentary assessment of this relationship and unfortunately I do not possess the experience required to make such an assessment. In summary, I submit that these functions would likely assist community colleges in Canada, but that the benefits and costs would have to be evaluated.

(b) In respect to item two of the stated mission of the Association dealing with the development of national standards for the qualification of staff, curricula, accreditation, etc., the pertinent question that arises is "At what cost will the gains be made?" For a resolution of this matter, a definition of community

> colleges and their respective educational goals becomes most critical. If we are to place a heavy weighting on the "community" portion of community colleges, then it follows that each institution must be highly responsive to the specific and particular needs of the community it serves and it must be flexible enough to meet frequently changing demands. Will the trend towards national standards for courses, programs, curricula, staff, accreditation, entrance requirements, etc., produce a trend towards uniformity that could result in a loss of the flexibility essential to the effective functioning of a community college in the particular area it serves?

Perhaps the development of national standards can assist individual colleges to be more flexible, responsive and relevant. However, it has been noted that community colleges functioning effectively in their communities have exhibited such departures as:

- movement away from semester-credit base for instruction
- experimentation with instructional approaches
- differentiated administration
- creation of non-traditional positions within the college structure
- movement away from the exclusive use of certified personnel
- movement away from formal admission requirements
- increased participation of the citizens of the community in the programs of the college

I fear that a move in the direction of national standards, while possibly inducing dimensions of excellence, could also reduce rather than stimulate activities vital to the effective functioning of a community college, such as those noted above.

With respect to the fourth purpose—to assess Canadian policies in post-secondary education—it clearly has desirable qualities but it also raises some basic questions. Perhaps the most critical question relates to the possibility of conflict of interest for institutions and delegates represented on the Association. Many community colleges in Canada receive full or nearly full funding through provincial treasuries and the administration for the institutions usually has some degree of direct linkage with the minister of education. This factor could lead to a situation where members of the Association would propose or become identified with policy recommendations conflicting with the policies of the administration to which they are responsible. An alternative approach, which exists at this time in some provinces, permits the communication of policy matters to proceed from the administration and/or community college advisory councils directly to the minister of education. On policy issues of national importance, debate at the ministerial level takes place through the Council of Ministers of Education.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

John E. Terry

The comments which follow are made from the point of view of a college located in an area of relatively low population. Specifically, the comments are made as they relate to the Nova Scotia Eastern Institute of Technology, Sydney, Nova Scotia.

Local statistics, which may help the reader to appreciate the point of view from which these comments are made, are:

(a) Population of the immediate area, approximately 140,000.
Students from all parts of the province are accepted.

(b) Educational Institutions (other than primary and secondary)

1. Xavier College, a satellite of St. Francis Xavier University.
The college offers the first two years of university courses, after which students transfer to the main campus, 140 miles away, to complete their university degrees.
The college also has a part-time degree credit program and a very extensive adult non-degree credit program.
Enrollment in the regular day time program is approximately 500, while enrollment in the extension program is in excess of 700.
2. NSEIT, which offer two-year technology programs in engineering and business disciplines, and apprenticeship courses in various trades.
Enrollment in the technology program is approximately 350, enrollment in the apprenticeship program is approximately 200.
3. The Adult Vocational Training Centre.
The Centre provides occupational training and retraining for adults, and is supported by the Canada Manpower Program.
Approximately 1200 trainees are enrolled at any one time.

Note: There are no degree granting institutions in the areas. The nearest university is Saint Francis Xavier, 140 miles away.

Comments

1. *Is It Necessary?*

Before a decision is made to establish a new association, cognizance should be taken of its relationship with existing associations, such as CVA, CAAE and their affiliated associations.

Unless the new association replaces one or more of the existing associations, there will surely be duplication of current efforts. The Association of Canadian Community College Administrators, for instance, had its beginning at the CVA Annual Convention in Ottawa, 1963. This body has met every year at the time and place of the CVA Annual Meeting and has developed into a viable, energetic organization.

At its last meeting, in Saint John's Newfoundland, May 1970, this organization reassessed its role, changed its name from Canadian Association of Technical Administrators to Association of Canadian Community College Administrators, and, in its revamped constitution, dedicates itself to all the purposes which are proposed for the new NACCC.

Unless these inter-association relationships are closely examined and considered, the net result of establishing a new association would be the addition of another annual convention to an already crowded calendar.

2. *Membership*

While the numbers of students in areas of large population might justify the exclusive character imposed by the terms *post-secondary* and *non-university*, in areas with relatively low population, an institution which restricts its program to post-secondary, non-university courses, might limit its scope to the point of being extremely costly.

In fact, it is becoming increasingly apparent that, in the interest of economic operation, Xavier College and the Institute of Technology in Sydney must seriously consider areas in which they can coordinate their efforts.

Furthermore, taking Xavier College in its present circumstances, it seems illogical to disqualify it simply because it offers university courses when, in terms of serving the educational needs of the community, Xavier College is much more a community college than the Institute with its present program.

Membership should be open to institutions that include post-secondary non-university courses in their programs.

3. *Mission*

(a) Information:

There are several current publications which convey information on post-secondary education.

Besides these, for anyone seeking specific information, there is always the channel of direct communication.

Again, duplication of existing services would be avoided.

(b) Assistance to Provinces:

A preliminary step to providing such assistance would be to determine whether or not the provinces want it, and would be receptive to it. There has been ample time and opportunity for provincial departments to recognize differences in the administration and operation of educational institutions.

The fact that significant differences still exist suggest that either the provinces are content with the differences, or, for some reason or reasons, cannot resolve them.

As for national standards (minimums) these have been established and it is expected that the provinces are complying with them. At best, national standards should only be *broad brush*.

Differences in the details of administration and operation (including curricula, courses, programs, etc.) will be necessary to suit the particular provincial and local circumstances.

(c) Facilitating Federal, Inter-Provincial, Inter-College and Community Communication:

The proposal is to achieve this by arranging conferences, workshops and meetings. Several of these are scheduled throughout the year by various organizations to achieve the same purpose.

Before adding to the present list, it should be borne in mind that, even now, travel budgets limit the number that can be attended.

Conclusion

The establishment of a National Association of Canadian Community Colleges is worth considering only if it replaces one or more of the existing associations, such as CVA and CAAE, or, better still, serves as a catalyst in achieving amalgamation of as many existing associations as possible.

CRITIQUE OF "WHAT IS THE NATIONAL ASSOCIATION OF CANADIAN COMMUNITY COLLEGES?"

Sonja Sanguinetti

This brief document appears to be a summary of the various ideas solicited by the Commission on Canadian Community Colleges in an earlier questionnaire.

If one accepts the idea of a national association of community colleges, by whatever name, one can have very little criticism of this document.

One might question, however, in light of provincial dislike of any form of federal or national interference in education, whether section 2 of the document contains legitimate aims for a national association. I can see some value in examining various models of plant and facilities in order that we will be able to see Canadian models and perhaps the organization could serve as a clearing house for information in these areas. However, I think that the use of the word "assistance" might be construed as giving license for too great interference in an area of provincial jurisdiction.

Planning Committee Recommendation
Statement of Purpose

November 8, 1970

What is the Canadian Association of Community Colleges?

The Canadian Association of Community Colleges is a private, non-profit corporation.

The purpose:

To promote the Canadian Community College Movement and to assist individual colleges and groups of colleges. It achieves its purpose by:

A. General Actions:
   1. monitoring Canadian Community College needs;
   2. interpreting developments and practices across Canada related to the the college movement;
   3. speaking to issues and policies affecting colleges and their mission;
   4. other appropriate actions as needed;

B. Specific Actions:
   1. To be a Canadian clearing house of information on Community Colleges—
      (a) by gathering and disseminating college research and information;
      (b) by promoting research related to the Community College movement;
      (c) by establishing a Canadian Community College journal;
   2. To assist the development of guidelines for:
      (a) the qualification of administrators and instructors;
      (b) curricula, courses, and programs;
      (c) the articulation among colleges, secondary schools, universities and the community with particular concern for:
         i) student admission, orientation, counselling and transfer;
         ii) achievement;
         iii) follow-up studies;
   3. To facilitate communication among interested parties in the Community Colleges and the Community College movement by—
      (a) initiating and arranging conferences, workshops, and meetings;
      (b) sharing facilities and staff.

The association accomplishes its mission through the cooperation of its members who contribute both human and material resources to the task at hand. The Canadian Association in this way can expect to have a broader scope and to have a greater impact than any single institution or province.

Alternative Models For A National Association

In June of 1969, Claude Beauregard presented a "Summary Analysis of Five Models for a Canadian Association of Colleges." (See Appendix D). The summary arose from a detailed discussion in Vancouver at the third Board of Directors meeting of the Canadian Commission of the Community College. While Beauregard's paper is presented in an appendix without comment, it provides an excellent overview of basic models and serves as a preview for the more detailed models of Eidell, Kidd, and Stewart.

The Eidell Model treated in this section represents an extension of Beauregard's Model Number One, with several interesting twists in the areas of the representation and policy-making. Further modification of the Eidell Model was suggested by the critics. Fenske raises questions regarding the need to firmly establish organizational goals prior to developing the organizational structure and to provide for "special interest groups" along with "special interest areas." Riederer emphasizes possible power conflicts and problems arising from organizational complexity as an obstacle to attaining objectives. Dennison attacks the Eidell Model on needing greater definition of terms and on its restrictive membership.

Editor

Eidell Model

THE NATIONAL ASSOCIATION OF CANADIAN JUNIOR COMMUNITY COLLEGES (NACJCC)

Terry L. Eidell

Introduction

An organization designed to promote the advancement of post-secondary, non-university education in Canada must serve to facilitate communication between and among relevant parties who have an interest in these institutions. The following social movement organizational model has been designed to promote this end.

Fundamental to the structure of this organizational model are four commissions: (1) Commission on Government Relations, (2) Commission on Institutional Policy and Planning, (3) Commission on Instructional Programs, and (4) Commission on Community Service. These commissions are linked together through an Executive Council and Standing Committees to produce an organizational structure patterned after Lickert's "linking-pin" concept. It is anticipated that the membership of each commission would be diversified. Members of the Commission on Government Relations would include government officials and trustees appointed by Provincial Officials. Members of the three remaining Commissions would include trustees, administrators, and faculty members representing member institutions. In addition, the membership of each Commission would include a number of students who are registered at member institutions and are selected to membership Commissions by the student organization in each Province. Day-to-day administration and operation of the National Association would be entrusted to a full-time staff headed by an Executive Director.

The overall structure of this model for the National Association is graphically depicted in Figure I. Following this figure are more detailed descriptions of: Association Membership, the Commissions, the National Assembly, the Executive Council, Standing Committees, and Sub-committees. Some suggestions concerning fee structure, budget, and services are also outlined.

Membership in National Association

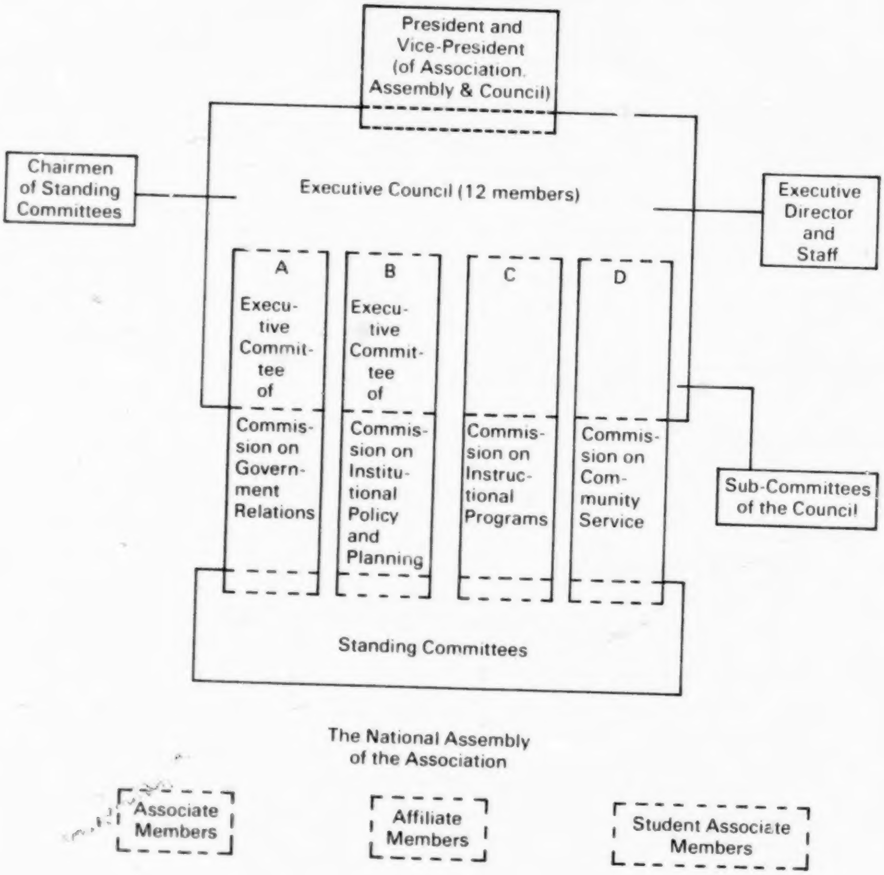
I. *Institutional*
   A. Required to send delegates to serve on commissions B, C, & D. (commission A appointed by provincial officials)
   B. Open only to post-secondary, non-university organizations (public or private) in Canada.

II. *Affiliate (Institutional)*
   A. Not represented on commissions
   B. Open to any interested organization (Canadian or otherwise)

III. *Individual (Includes Trustees, Admin., Staff)*
   A. Must be employed in an organization holding Institutional membership.
   B. Required of those who are to serve as Institutional delegates.

FIGURE 1

The National Association (NAJCC)


President and Vice-President (of Association, Assembly & Council)
Chairmen of Standing Committees
Executive Council (12 members)
Executive Director and Staff
A
Executive Committee of
Commission on Government Relations
B
Executive Committee of
Commission on Institutional Policy and Planning
C
Commission on Instructional Programs
D
Commission on Community Service
Sub-Committees of the Council
Standing Committees
The National Assembly of the Association
Associate Members
Affiliate Members
Student Associate Members

IV. *Associate (Individual)*

- A. Not employed in an organization holding Institutional membership.
- B. Open to any interested person (Canadian or otherwise).

V. *Student Associate (Individual)*

- A. Must be student registered at an organization holding Institutional membership.

National Assembly

—Membership	The National Assembly is made up of these individuals who currently serve on any of the four Commissions.
—Meetings	The National Assembly is convened *annually* (time and place established by the Executive Council).

—Officers	Officers of the National Assembly shall be: *President*—elected for a one-year term by the members of the National Assembly at their first meeting. Presides over Assembly and Executive Council. *Vice-President*—elected for a one-year term by the members of the National Assembly at each annual meeting. The vice-president succeeds to the *Presidency* at the end of his term as vice-president. *Secretary*—The Executive Director of the National Association.
—Functions	1. Election of Officers 2. Receive reports from Executive Director, the Executive Council and from each Commission on activities of the previous year. 3. Approve changes in the Constitution and by-laws of the National Association.
—Language	All meetings will be served by immediate English-French or French-English translation.

Membership of the Assembly of the National Association

The Assembly is composed of the four commissions' membership. The Executive Council and all standing committees are made-up of members of the assembly.

Commission Membership

A. Government Relations—three representatives of the government of each province. Representatives are named by the Provincial government and need *not* represent either an Institutional member or hold personal membership.

B. Institutional Policy and Planning

C. Instructional Programs

D. Community Services

E. Each Institutional member elects *one* representative for each body. All such representatives must *also* hold personal membership.

F. In each province, the Provincial Student Association would be invited to nominate one student representative to each commission. Student representative *must* hold student membership in the association.

Executive Council

Each commission is required to elect an executive committee of three of its members. The Executive Council is composed of the three-man executive committee of each Commission.

Standing Committees

A. All standing committees may be initiated by either the Executive Council or by two or more of the Commissions with approval of the Executive Council.

B. The composition of all Standing Committees requires equal representations from two or more Commissions.

C. The Executive Director or his appointed representative serves as an *ex-officio* member of all Standing Committees.

D. Officers of all Standing Committees are to be appointed by the membership thereof.

Recommended Standing Committees

- —Articulation, Accreditation and Transfer
- —Canadian Relations (between Federal and Provincial Government and between Provincial Governments).
- —Curriculum Planning and Development
- —Finance
- —Governance (Community Involvement, Staff and Students)
- —International Relations
- —Professional Improvement (Appointment, Promotion, Retirement, Academic Freedom and Tenure)
- —Student Rights

Sub-Committees (Recommended)

A. Executive Council
  Publications—(Journal, Newsletter, Monographs, etc.)
  National Assembly—Planning Committee
  Regional Conference Planning Committee
  Membership Committee
  Finance Committee
  Personnel of National Association Committee
  Constitution and By-Laws Committee

B. Commissions
  Created as needed

Fee Structure

Institutional Membership—(See schedule below)

1—500 students	$ 250.00
501—1500 students	500.00
1501—2500 students	750.00
over 2500 students	1,000.00

Indivudal Membership—$20.00
Affiliate (Institution) Membership—$100.00
Associate (Individual) Membership—$20.00
Student Associate (Individual) Membership—$5.00
Provincial Support (Suggest $150.00/ Institutional member in Province)
Gifts and Grants

Areas of Expenditures

Object	*Est. of Amount*
Salaries	
Professional	
Director (1 at $25,000)	$ 25,000
Associate Dir. (1 at $15,000)	15,000
Clerical and Secretarial	
Clerk Typist (2 at $4,000)	8,000
Employee Benefits (10% of S & W)	4,800
Space Rental	1,500
Equipment (rental or purchase)	1,000

Supplies and Materials	1,500
Telephone and Postage	1,000
Travel (Executive Dir. and Staff)	10,000
Executive Council (Meeting and Travel)	10,000
National Assembly and Commissions (meeting)	2,000
Printing and Reproduction	10,000
Translating	20,000
	$109,800

Critiques on the Eidell Model

COMMENTS ON THE EIDELL MODEL

By Milton R. Fenske

I. General Comments

A model for a proposed organization is a conceptualized structure deemed suitable to facilitate the attainment of the goals of the organization. The structure for the organization should be developed in consideration of the established goals for the organization. The effectiveness of the organization eventually will be primarily judged on the basis of the degree to which the goals are being achieved.

Proposal of models prior to a clarification of goals for the organization will result in the selection of a "best fit" model rather than the development of a structure specifically designed to aid in the achievement of the selected goals for the organization. Both approaches may result in suitable organization structures being established; however, the deliberate designing of a structure is deemed preferable to selecting one of several models through a "best fit" approach.

II. Goals and Structure

Basic Assumptions

This organization will be the single national organization designed to provide the medium through which diverse groups in college education can satisfy their needs at a national level. Goals for the organization will be those arising from needs which can realistically be met at a national level.

Discussion will reveal that a single set of goals will not satisfy all groups interested in a single national organization. Some groups—potential subsystems of the proposed organization—may be able to operate with a narrower range of goals than that of the organization, while others—particularly special interest groups—may view only some of their goals as being within the purview of the national organization.

Structure

The structure of a national educational organization representing diverse interests will be, if it is to be more than a clearing house organization, a complex organization interlocked to some extent with provincial and/or local organizations. The organizational structure will need to provide sub-system organization to facilitate consideration of special areas (i.e. Instructional Programs) as well as proving a medium for special interest groups (i.e. Instructional Staff).

III. Eidell Model

Prior to a consideration of the Eidell Model, or other models, the basic assumptions relating to the organization and the goals for the organization should receive careful discussion.

The Eidell Model

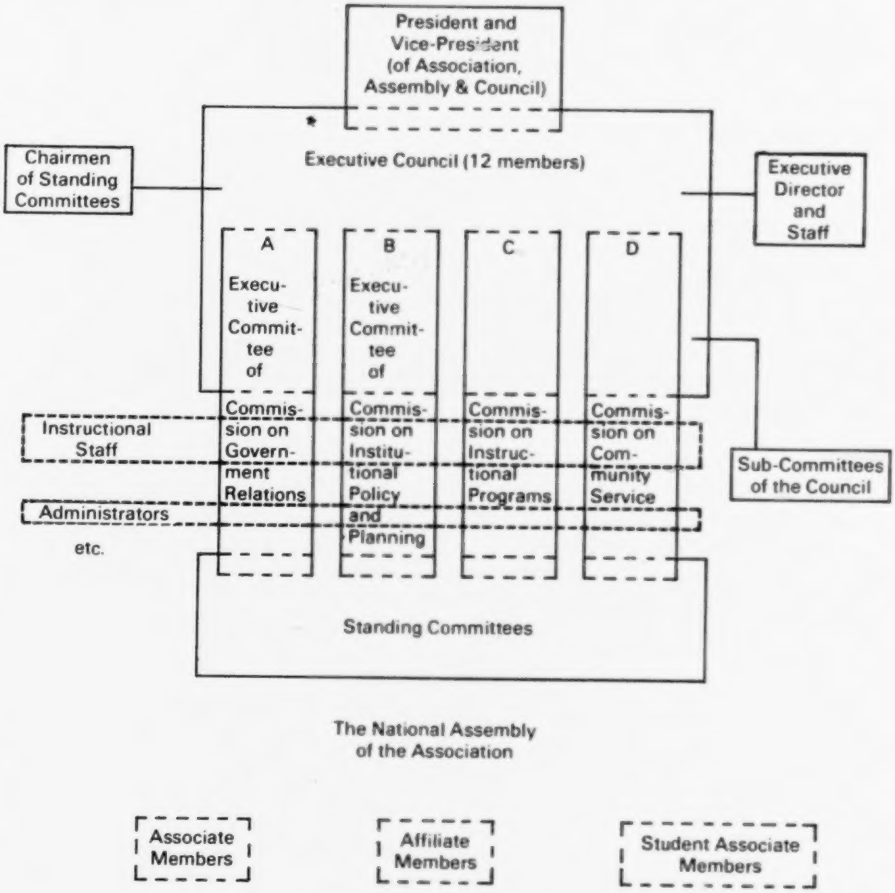
The basic concept employed by this model—Lickert's "linking-pin" concept—is one which permits a number of variations to a basic structure. Thus it may be used to establish a structure which enables a variety of groups to operate within a single organizational structure.

The model as proposed by Eidell is quite comprehensive; however, it makes no provision for special interest groups as distinct from special interest areas. It is suggested that the model, if it is to be used as the one for the proposed national organization, be modified to include sub-systems for special interest groups. The model shown in Figure I is a suggested way of accomplishing this.

The sub-systems added (instructional staff, administrators, etc.) would have a lesser role in the organization than the various commissions. These sub-systems would primarily provide a medium for national level discussion by the various interest groups. Selection of individuals from the commissions to these sub-systems could be restricted to *bona fide* members of each special interest group.

FIGURE I

The National Association (NAJCC)
Fenske Modification


President and Vice-President (of Association, Assembly & Council)
*
Executive Council (12 members)
Chairmen of Standing Committees
Executive Director and Staff
A
Execu-tive Commit-tee of
Commis-sion on Govern-ment Relations
B
Execu-tive Commit-tee of
Commis-sion on Institu-tional Policy and Planning
C
Commis-sion on Instruc-tional Programs
D
Commis-sion on Com-munity Service
Sub-Committees of the Council
Instructional Staff
Administrators
etc.
Standing Committees
The National Assembly of the Association
Associate Members
Affiliate Members
Student Associate Members

Consideration of the specific detailed recommendations of the Eidell model should wait until the basic assumptions and goals pertaining to the proposed national organization have been thoroughly discussed. Such discussion may reveal the need for further refinement of the proposed model if it is to be the one ultimately selected for the National Association of Canadian Community Colleges.

CRITIQUE ON "THE NATIONAL ASSOCIATION OF CANADIAN JUNIOR COMMUNITY COLLEGES"

By L. A. Riederer

From an organizational point of view, the proposal to assign four areas of major concern to Commissions involving selected membership affords excellent vertical mobility of information at a level of efficiency which should ensure quick and effective treatment of business in each of the assigned areas—"vertical" in the sense that (presumably) the most competent would come to grips with problems and issues of greatest concern to them and their reactions would rise to the top executive levels in the most direct and unencumbered route possible. The identification of these areas, however, seems based on the assumption that the issues confronting the Association can be broken into relatively discrete areas of consideration without loss of direction or without loss of overall perspective which is fundamental to the Community College development. Under this system it is conceivable that Commission recommendations could arrive at Council level in a competitive rather than a cooperative and complementary state of preparedness and that their subsequent synthesis could rely more on the weight of each Commission on Council than the strength of arguments to support the various points of view.

If one pauses to consider the imbalance of representation which may develop for each Commission representation on Council one can appreciate the power struggle which could develop. Does the Commission on Government Relations which might (by weight of membership) represent about seven per cent of the total Association membership inflate its voting strength to twenty-five per cent by being able to elect three delegates to a twelve member Council, or should the fact that Commissions B, C, and D representing the same institutions reduce their voting strength on Council by a factor of three thereby reducing their effective voting strength on Council to fifty per cent? Will the Commission structure reflect power strata at the college level, i.e., will the Commission on Instructional Programs attract professional staff which is authoritatively lower in the scale of the local administrative hierarchy than Policy and Planning which will probably attract the administrators and governors who (collectively) must usually answer to senior government officials who are probably going to represent Commission A? Commission D on Community Service might well carry the mixture of membership which leaves them subordinate to none and perhaps the only group that can really address itself to vital issues on Community College developments without fear of reprisal or concern about its shadow however large or small it might be.

My basic concern, then, is that we may in this highly sophisticated proposal for organization build into it a great deal of efficiency while at the same time creating a mechanism which would obscure our vision of the true objectives of the Association. While a case could probably be made for each of the Commission topics with a simple defense that the sum of the parts must constitute the whole, I would also question whether this is the most logical way to go about analyzing the problem. Could we not, for example, be considering the entire question of Community Colleges in a time frame rather than in its many-sided parts? By such a division we could sort major items of concern into pre-organizational, organization, and post-organizational categories. It would also enable all sections of the country to "plug in" to discussions most immediately relevant to their particular stage of development. Under such broad classifications the question of Community College programs could be treated in their total context and in their total relationship to other community developments and other educational programs.

As a general reaction I would support the suggestion that full voting membership be defined as set out in the paper. I would, however, recommend a less structured organizational pattern which would allow that membership to address itself to all issues through a system of well-organized annual (or semi-annual) meetings. Under this plan a permanent Secretariat would require sufficient funds to provide the necessary "back-up" for such meetings. An Executive Council with at least some representation from each province could provide leadership to make the Association a vital force in the Community College movement across Canada. Through a system of committees (appointed as required) the Executive Council could add the additional depth of deliberation to topics requiring more time and effort than could be devoted to them during annual or semi-annual meetings of the assembly.

I would support the scale of fees only as suggested in this paper and would recommend that the actual fees be adjusted to meet realistic budget requirements. I have no hesitation in accepting the $100,000 annual budget suggestion as realistic, if anything close to total participation can be expected from all provinces and all institutions. Past experience with national organizations, however, does not support this possibility and it is entirely likely that the National Association of Canadian Community Colleges (I dislike the word Junior) will have to "sell itself" as much as any other organization which hopes to achieve national status.

CRITIQUE ON "THE NATIONAL ASSOCIATION OF CANADIAN JUNIOR COMMUNITY COLLEGES"

By J. D. Dennison

1. For reasons outlined in my response to "What Is the National Association of Canadian Community Colleges," I would suggest dropping the term "Community" from the title. For similar, and even stronger, reasons I would recommend the same treatment of the word "Junior." The title which would carry most meaning and least confusion is "The National Association of Canadian Colleges."

2. I would have to raise some questions as to the rationale for the establishment of the four Commissions. While accepting on face value the purpose of each commission, I cannot discuss them in detail without more information. It would appear essential to have some terms of reference for each, or alternatively, a list of responsibilities. To my thinking a number of additional commissions would seem to be of at least equal importance but it is impossible to say whether the duties of these are covered in the four commissions already named. The reasons for some bodies being designated as commissions and others being designated as standing committees is not at all clear.

3. In addressing myself to the entire document I would have to say that I find it incomplete in many respects. It is traditionally difficult in Canada to establish workable national associations in the field of education as provincial authority in this respect is clear. Therefore, in an association such as is being proposed it would seem important to allay concern by being extremely precise as to just what terms of reference the association sees itself responding. The document fails to do this fully. I suspect this is deliberate, however, as no doubt the various critics of the document would be expected to develop the general ideas presented. The college systems in the various provinces have developed along many different lines and common viewpoints have not been easy to define. This has been made clear in the various workshops organized by the Canadian Commission. Delegates have, in the main, addressed themselves to the problems within their particular province. Consequently, national commissions within the Association need broad terms of reference. The Commission on Instructional Programs, for example, cannot specifically define what programs should exist. The suggested standing committees face an even more difficult task. Despite this, however, I am convinced that the Association and its component parts are needed and can be extremely valuable.

4. The qualifications for membership in the various commissions as expressed in the document are, in my view, unnecessarily restrictive. I would expect that the value of the commissions can only be realized by obtaining the most qualified individuals, with respect to the terms of reference of the commission. These individuals will often be found outside the member institutions. Many, for example, are working in the universities, the business field and the professions. I feel that individual associate members should be qualified to assume full membership in the various commissions. Certainly, they should assume roles in the standing committees. Perhaps this can be clarified by discussion at the first national assembly. The American Association of Junior Colleges has involved members from all levels although there are restrictions as to voting powers.

5. As I understand Lickert's "linking-pin" concept, the various components of the organizational structure should overlap to ensure better communication. I can see that the Executive Council and Standing Committees attempt to do this. However, I wonder if this could be further guaranteed by allowing for some possible multirepresentation of certain individuals on more than one commission. Again, this idea seeks to increase communication and ensure the best possible use of expert personnel.

6. I feel no strong persuasion as regards the proposed budget. The only point I would raise would be in respect to the $20,000 budget for translating. This seems somewhat disproportionate. However, I have no real justification for the objection.

7. Finally, I wish to express my strong interest in the proposed Association. I would, however, wish to say that a "round table," face-to-face, discussion would be personally more satisfying and productive than communication by letter. I hope that such a discussion can be arranged. I fear the common error of being critical of some aspect which has been misinterpreted.

CRITIQUE ON "THE NATIONAL ASSOCIATION OF CANADIAN JUNIOR COMMUNITY COLLEGES"

By John E. Terry

The following comments are made on points as they occur in the model proposed by Dr. Terry Eidell.

Membership

I. Institutional

A. Active participation and attendance at commission meetings will require increases in travel budgets which are presently severely restricted.

B. Restriction of membership to instituions which offer only post-secondary non-university courses is too limiting.

Membership should be open to institutions whose programs include a proportion (specified if necessary) of post-secondary non-university courses.

Also, does a Provincial Department of Education, as a whole, qualify for Institutional membership, or is this class of membership limited to schools?

II. Individual

A. Is this confined to personnel serving in a school, or does it include personnel serving in a Provincial Department of Education?

B. Does this imply that an institutional delegate is not necessarily employed in the institution? Suggest delegates *must* be employed in an institution.

III. Associate

With reference to II A, does this classification apply to personnel in Provincial Departments of Education? Suggest this be so.

National Assembly

Membership:

It is noted that membership of the National Assembly will exceed 300, assuming no member serves on more than one commission.

Commission Membership

A. There presently exists a Council of Ministers comprised of Provincial Education Ministers and/or their representatives.

Cognizance should be taken of the relationship between the existing Council of Ministers and the proposed Commission on Government Relations.

B. Institutional Policy and Planning:

Presumably, the function of this Commission is to deal with matters concerning the administration and operation of Institutions. In this respect it would have a purely advisory role and, in the case of Provincially operated Institutions, it would be up to the Provincial Department to accept or disregard such advice.

C. Instructional Programs:

This is one area which can realize immediate and far reaching benefits from and exchange of information between Institutions across Canada.

Most Institutions enjoy a fair degree of program flexibility and improvements and modifications to curricula can be made with little difficulty (except for *additions* to programs).

D. Community Services:

As in the case of the Institutional Policy and Planning Commission, this Commission will have little or no action authority and at best would serve as a forum for the exchange of ideas and information.

It is therefore suggested that a separate Commission for Community Services be regarded as redundant and that its intended functions be added to those of the Institutional Policy and Planning Commission.

It should be borne in mind that the nature, scope and approach to Community Services will differ widely between Institutions in keeping with local socio-economic differences.

E. It is understood that each institutional member elects one representative for each commission *except* the one for Government Relations.

It is implied that the Institutional representative must be an employee in that Instituion? It is suggested that this be the rule.

F. The Province of Nova Scotia, for one, does not have a Provincial Student Association.

Where a Provincial Student Association does exist, is it inferred that the Student Association would nominate to each Commission one student from the province, or one student from each member institution in that province?

If the former rule applies, students would be outnumbered almost ten to one and may feel that they are at a serious disadvantage.

Executive Council

Presumably, student representatives on Commissions are eligible for election to the Executive Council.

In the interest of broad representation, it is suggested that some rule be applied to ensure that at least one student, and at least one institutional representative, be elected to the Executive Council from each of the three Commissions, (B), (C), and (D).

Standing Committees

B. Composition

Presumably, each Standing Committee member is elected by the members of the Commission which he or she represents.

Standing Committees:

Suggest:

a. Combining *Articulation, Accreditation and Transfer* with *Curriculum Planning and Development.*

b. Combining *Canadian Relations* with *International Relations.*

c. Consider *Professional Improvement* under the broader heading of *Administration* and add for consideration, the pros and cons of Provincial Department control versus Boards of Governors, and the associated implications of procedures for recruitment and employment of staff and procurement of equipment, materials and services.

Sub-Committees

Concur with recommendations contained in Brief.

Finance

Fee Structure:
Concur with recommendations.

Summary

The Organizational Model for a National Association of Canadian Junior and Community Colleges proposed by Dr. Terry Eidell is comprehensive and workable.

There *is* a need for such an organization, but, before proceeding with its establishment, I urge that:

1. Serious consideration be given to its relationship with existing associations, such as CVA, CAAE and the Association of Canadian Community College Administrators, all of which seek to serve similar purposes.
2. That consideration be given to opening the membership door to institutions which include post-secondary non-university courses in their programs and not restrict membership to those institutions which are exclusively post-secondary non-university in character.

The Kidd Model

Introduction

Professor Kidd constructed a highly developed model which he cautiously stated should be considered more as an ". . . analysis of the goals on which agreement must first be achieved and the issues and factors which must be woven into the organizational fabric. . . ." The model identifies both the internal relationships of the organization with the broader community and the possible implication of these relationships. In development of the organizational structure, Kidd provided a very comprehensive bureaucracy. He wisely directed his attention to substantive items such as membership, secretariat, and committees while avoiding potentially emotional areas such as fees.

The Kidd model is attacked on several fronts by Morgan who questions some of the assumptions Kidd sets forth and the cost of such an operation. Manning stresses the "offering leadership and consulting services as an additional activity of the association." President Pentz, in his short critique, focuses on the need of a general conference. Goard, after a brief history of several other national agencies, centers his attack on the organizational model itself. Here he particularly notes his concern with the complexity of the model for "fledgling organizations" and the lack of emphasis on "provincial or regional groups of colleges" indicating their dependence on provincial governments.

Finally, Nykoluk, while approving of an agency in general, stresses the idea that it should be established to create a forum "where discussion of items of common concern and an exchange of information can take place." He also points to the idea stressed by some others before, that models should await the construction of organizational goals before being established. Finally he asks four questions: Are the objectives of the national association relevant? What alternate patterns exist for achieving these objectives? Is there a cost benefit relationship to establishing such an organization? And, who is to pay the price? To these he proposes several excellent solutions.

Editor

DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES

By J. R. Kidd

I. Introduction

The purpose of this paper is to outline a model for a new national agency for community colleges in Canada.

A title such as "notes on a design for an agency" would be more appropriate for this paper. It is more an analysis of the goals on which agreement must be first achieved and the issues and factors which must be woven into an organizational fabric than it is a particular model. However, granted an acceptance of the goals and relationships described, the final shaping of the design will not be difficult.

The factors that must be considered are so varied that no conventional model of organization of communication will serve.

In this memorandum an attempt will be made to consider the main questions that must be answered and the relationships that must be brought into some coherent organizational form if the agency is to thrive and enjoy trust and confidence of its members and the concerned publics.

For the purposes of this paper we are using "community colleges" almost as a generic term for post-secondary education, and are employing a short code name for the agency *Cancom*. But we need to remember that the institutions that concern us are extremely varied in character and that much of the learning in post-secondary education may happen, increasingly, outside formal educational institutions.

II. Some Assumptions

The plan that follows is based on certain assumptions, the most important being:

1. That Canada's two main language-cultural groups can associate co-operatively in the national agency *Cancom*.
2. That local, regional, and national interests, while they display almost infinite variety, are compatible and can be pursued in some organizational ensemble.
3. That post-secondary education is a member of the family of education, and cannot, should not, be looked upon as something discrete or isolated.
4. That change with the consequent need for maximum flexibility will be a significant factor of college life for many years to come.

III. Goals and Objectives

The national organization *Cancom* should be planned as an agency possessing unique purposes and goals and as one designed to facilitate coherence between the institutions and individuals that will compose its membership.

Based on the replies obtained in the preliminary national survey, and on the author's experience, the following goals and objectives have been selected as warranting paramount consideration:

—a national clearing house for information

—an avenue for communication

—developing national standards and guidelines

—assessing needs and policies

—developing a national philosophy or philosophies
—offering leadership in curriculum planning, training, development
—reviewing employment opportunities

It can be assumed that other goals will emerge, as work proceeds, but that the above goals will be dominant in the first five years.

IV. Some Significant Relationships

The design for *Cancom* must facilitate regular and continuing relationships with the following:

1. *National Educational Associations and Societies*

   Included would be the Association of Universities and Colleges of Canada, the Canadian Education Association, the Council of Ministers of Education, the Canadian Association for Adult Education. Equally important will be professional societies in health sciences and other professional fields concerned about the education and training of paraprofessional personnel. Also important are the "learned societies," such as the Canadian Historical Association, the National Association of Physicists, and other bodies in which persons with scholarly or professional interests meet and exchange ideas. It is also probable that organizations concerned with large economic interests such as the Canadian Chamber of Commerce or the Canadian Labour Congress should be brought into some association.

2. *Federal Government Agencies Involved in Education, Training and Research*

   Obvious examples are the Information Division, Dominion Bureau of Statistics, the Canada Council, and such departments as Manpower and Immigration, Department of Labour, Department of Health and Welfare, which have programs and grants for research and training. In fact, most departments and agencies of the Federal Government have some programs that are of direct concern to the community colleges.

3. *Provincial Government Agencies Involved in Education, Training, Research*

   Not only are Provincial Departments of Education, University Affairs, and Youth, concerned with post-secondary education, but so are many others, Agriculture, to take one example.

4. *Systems of Information, Communication, and Persuasion*

   For the tasks of *Cancom* the channels of communication offered by such agencies as the Canadian Broadcasting Corporation and private broadcasters, the National Film Board, and private film interests, daily and weekly press and journals, and such agencies as Information Canada, National Library, National Archives etc. are all important.

5. *International Relationships*

   National organizations in other countries concerned with post-secondary education, intergovernmental organizations such as UNESCO, and international non-governmental organizations [illegible] as the International Association of Universities all have direct interests for *[illegible]com*.

Of course, the most important relationships to develop and maintain will be between the colleges themselves, and between organizations within colleges of staff or students interested in a common function such as "admission of mature students" or a common subject such as "Canadian studies." But *Cancom* cannot function effectively in Canada unless it is in touch, regularly, systematically and creatively with these other interests and agencies which may be a source of ideas, or money, or jobs for graduates.

V. Implications for Cancom from these Relationships

There are many implications that arise from this inventory of some of the necessary relationships of *Cancom*. Examples:

> *Location of Cancom:* The national office should probably be in the national capital, although Montreal or Toronto might be considered.
>
> *Secretariat:* The staff members of *Cancom* must be men and women capable of maintaining relationships at a high level and obtaining trust and confidence on the part of individuals and organizations both inside and outside the colleges.
>
> *Flexibility:* The structure of *Cancom* should allow for maximum flexibility. The office versus the secretariat will need to be able to act or at least to explore possibilities of action without undue delays in obtaining permission or consensus.
>
> *Languages:* The secretariat, and the officers, should command the two official languages of Canada and should be competent in using the mass media.

"Communication" will always be found on a short list of the highest priorities —and this may require the application of computerized systems, or to take an even more obvious example, to have sufficient travel funds in the budget to facilitate travel by staff and officers.

VI. Some of the Features of the Organization of Cancom

The following features must be provided for in some harmonious way within the structure of *Cancom*.

(Note that in describing these features, we use such terms as "councils," "Commissions," "boards," etc., we do this in order to describe what is needed, not to argue that these terms must be employed in *Cancom*. If there is agreement about goals and functions, it will not be difficult to design structures or decide on acceptable nomenclature.)

1. a general assembly, or general conference, of all "members"
2. a general council for decision-making
3. organization of committees and other structures to facilitate its operation as an institution
4. organization of structures to facilitate the particular interests of the members
5. the officers of *Cancom*
6. the secretariat
7. the services of *Cancom* to its members.

VII. Membership

What should constitute membership in *Cancom?* Should the primary membership be of individuals, or of colleges? Should all the agencies noted above be in some form of "membership"? If so, should they have any part in major decisions about policy and administration?

These are questions which must be answered in the national constitutional conference.

However, to the author at least, the central questions are not difficult to answer.

> A. the primary "members" should be institutions, the community colleges. It is they who will have the responsibility for maintaining *Cancom*, formulating its policies, and providing the essential resources. In this way, *Cancom* will resemble in some basic respects the AUCC*. I realize, of course, that a thoughtful definition must be given to what constitutes a community college.

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*Association of Universities and Colleges in Canada

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In the author's opinion, so many changes have come and are coming to the field of post-secondary schools that it will be wise to adopt a policy emphasizing *inclusion*, rather than *exclusiveness*, in defining what constitutes an acceptable or accredited institution of post-secondary education.

B. There should be a limited form of association or membership for interested individuals of all kinds and for students. The purpose of such "membership" is to maintain communication with such persons as well as to offer them services. But these individuals would not have a voice in policy decisions.

C. There should be some form of limited association with the many agencies noted in IV above. But these associates or "members" would not have a voice in policy decisions although their advice and counsel would always be sought. A rough chart of membership is shown in Figure 1.

1. *The General Assembly of Conference*

This body should meet annually. The Assembly or Conference should be open to all members or associates of whatever category, and the agenda for the annual meetings should provide for the interests of members.

The main objectives for meetings of the General Assembly of Conference will be to facilitate:

—information about developments in Canada and abroad

—discussion of policies

—consideration of emerging problems and proposed innovations

—interpretation to the general public of the needs and claims of post-secondary education

The General Assembly of Conference should be a significant instrument in establishing and modifying policies but it should not make final decisions about policy. It may make recommendations on policy to the General Council of *Cancom*.

2. *A General Council*

This Council will be a legislative body, will meet at the same time as the General Assembly, and perhaps on one other occasion during the year. Each of the member colleges will have the right and responsibility of being represented on the General Council by two delegates. The Council will elect the officers for *Cancom*, appoint all commissions, and also appoint committees as needed.

3. *Other Structures of Cancom that will Facilitate Institutional Maintenance*

An *Executive Board* will meet at least quarterly, and act on behalf of the General Council between sessions. The Executive Board should be small enough to be efficient but represent important realities of language, culture, and the kinds and types of colleges. Committees for finance, personnel, and management will be required.

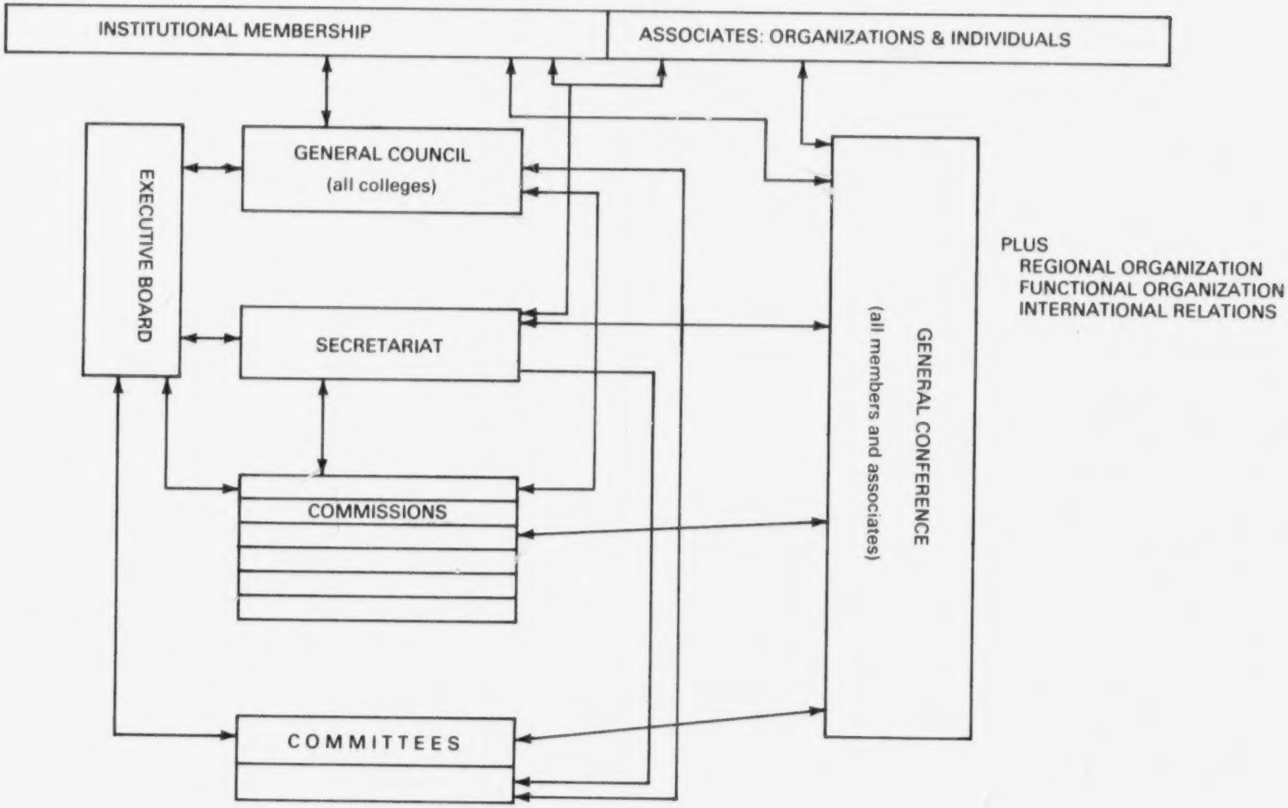
4. *Structure to Facilitate the Interests of the Members of Cancom*

These should be of two kinds:

a) *Commissions*—to give attention to major college interests—will be established, for a minimum of three to five years. Membership in the commissions should rotate in such a way that there can be both continuity and change in personnel. There should be representation of both languages on

FIGURE 1

Cancom's Basic Organization


INSTITUTIONAL MEMBERSHIP
ASSOCIATES: ORGANIZATIONS & INDIVIDUALS
EXECUTIVE BOARD
GENERAL COUNCIL
(all colleges)
SECRETARIAT
COMMISSIONS
COMMITTEES
GENERAL CONFERENCE
(all members and associates)
PLUS
REGIONAL ORGANIZATION
FUNCTIONAL ORGANIZATION
INTERNATIONAL RELATIONS

all commissions, and as far as it is feasible, representation from regional and functional interests, and representation of administration, teaching staff, and students. Where needed, there should also be representation from the other agencies listed in IV.

The kinds of commissions that may be needed are as follows:

- i) a commission dealing with recruitment, training, certification, and employment of college teachers and other personnel
- ii) a commission on national and provincial policies that affect post-secondary education
- iii) a commission on curriculum, both concerned with "high standards" and with encouraging exchanges between colleges about staff, students, credits, etc.
- iv) a commission on the community relationship of community colleges
- v) a commission to plan and create an information system on all aspects of post-secondary education

Each commission will require service from the secretariat, or staff service might be provided to a commission by an institutional member or one of the provincial governments, at least for a period of years. The "offices" of these commissions need not be in the national headquarters; indeed it might be advantageous to place them in different parts of the country. Commissions should be established for a fixed time period, perhaps three to five years, and a year before the termination of this period a decision should be made about continuance or dissolution.

The commissions would be established by, report to, and make recommendations to, the General Council.

b) Committees established with more specific terms of reference and for specified time periods, to examine some problem and report. Committees could be established either by the General Council or the Executive Board and would report to the body that created them. *Example:* A committee to review college practices respecting part-time students, or utilize the training resources of the corporation, or to recommend courses of "Canadian Studies." It is probable that some of the committees should have a life, like the commissions, of several years. If so, the maximum time limit, with a specified time for review, and decision about continuance or dissolution, should be specified.

Distinction Between Commissions and Standing Committees. The main purpose of a commission is to give a broadly representative group the responsibility to study a major field of interest, over a period of time, considering how this activity is managed within Canada and abroad, and to make recommendations from time to time, as warranted. The emphasis is on study and on proposing general policies.

The main purpose of a committee will be to deal with a specific question or problem. Standing Committees might assess administrative procedures and make recommendations respecting such procedures. Functions that might, for a number of years at least, be handled in a "standing committee," include, student affairs, articulation and transfer of credits, scholarships for students or for the continuing education of staff. But neither the commissions nor the standing committees should be frozen into the constitution of *Cancom.* The need and usefulness of the work of all such bodies should be evaluated from time to time and the emergence of new commissions, or committees that may be required, should be facilitated.

5. *The Secretariat*

Enough has been said already to indicate that while the Secretariat may be small, the members must be of high caliber:

(a) able to maintain relationships of trust with colleagues speaking two languages, in colleges of many kinds, in all parts of Canada, and with national, regional, and international agencies.

(b) for maximum flexibility, the staff organization should allow the secretariat to operate quickly and efficiently with a minimum of differences in status and position.

(c) the salary of the secretariat may be provided out of the budget of *Cancom* or some staff members might be seconded to *Cancom* full-time or part-time, with salary provided for a period of months or years from a member college or some other agency. Regardless of the source of their salary, all staff members should report to a single executive head, and be responsible to the General Council or by delegation to the Executive Board.

It should be obvious that whatever structure and committees *Cancom* may have, there will be a maximum of confusion and a minimum of accomplishment, unless it has a secretariat able and with sufficient resources to carry out policies. In these days of enthusiasm for participation, this central fact of life is sometimes forgotten or neglected. Salaries and honoraria must be fixed later. The Executive Officer should have a position and command a salary at least equal to a full professor, or chairman of a university department, or a college president.

6. *Membership*

At several points, particularly in VI, we have discussed briefly some of the main considerations respecting membership. We shall now summarize the essential factors.

Decisions about policy and administrations in *Cancom* should be vested in the General Council and be founded on the constituent institutional members. This will ensure that there will be continuity of policy and support and that the main institutions can have their interests fully respected.

By being clear about the locus of power, it is possible to welcome into association many other kinds of interests. There is a community of people who are concerned enough about post-secondary education to be willing to think and act. Included are students of all ages who are pursuing learning, some of them enrolled in institutions and some not, faculty and counsellors, administrators of colleges, administrators of departments of education and government programs, other educational institutions and in scholarly and research organizations. Among them are people who wish to be or need to be served by *Cancom* and people who can and will offer service to *Cancom*.

The organization and policies of *Cancom* should be such that all will feel welcome as participants.

The main kinds of membership would be as follows:

(a) *Basic Institutional Members:*

For the colleges that are accepted under an established definition of what constitutes a community college. Each college would pay a fee and would be represented by two members in the General Council and by appropriate staff and students in various other activities.

(b) *Associated Organization Members:*

For government departments, national associations, professional societies, corporations with important educational programs such as Bell Telephone Company, or trade unions who are willing to take part in the General Conference, and perhaps in some of the commissions as well. Provincial or regional organizations, such as a provincial faculty association and foreign national associations such as in Japan or the United States, should also be welcomed into associate membership. There should be a fee which would entitle the affiliated member to receive certain services, take part in the conference, but not to have a voice in policy decisions.

(c) *Associated Individual Memberships:*
For any individual who feels that he has a stake in the community of post-secondary education, and is willing to take some part or share of responsibility. There should be a fee (which at least for students, should be low) which would entitle the individual to receive certain services, take part in the General Conferences, but have no voice in policy decisions. Wherever possible, these associates should be brought into the work of committees and commissions.

(d) *Advisory Panel:*
It may be wise, or it may be necessary, to have some kind of advisory panel for maintaining relationships with people in government, or foundations, or press services or broadcasting, who may be needed by *Cancom,* but who have not used, or may not be willing to use, the medium of "associated organizational members." Presumably such organizations would be invited to accept a position without paying a fee, but their role and relationships would be very similar to the category of "associated organization members."

Fees: Only the representatives of Colleges, and others concerned, can give a relevant opinion about fees; these must be decided by the founding conference. Fees may be needed for operating expenses but should not be so high as to be an impediment to membership.

VIII. Cancom Should Offer a Number of Services that are of High Priority

There is agreement already on some of the essential services. These can be provided by *Cancom.* In addition *Cancom* might invite some member college or other institution to offer some limited service to all members, either at no cost, or for a designated charge.

Examples of central services for *Cancom:*

(a) a collection of information—books, pamphlets, reports, research, and materials for curricula, on all aspects of post-secondary education. As soon as possible, this collection should be computerized for maximum use by the member colleges.

(b) inventories of college teachers employed or available, about training opportunities, about sources of employment for college teachers.

(c) publishing reports, research abstracts etc. If Cancom has, or can utilize resources for publishing and reproducing reports, audio tapes, video tapes, and both audio and video cassettes (when the latter become available) it can assist some colleges to obtain the materials needed.

Examples of services that might be provided by a member or other agency.

(a) training programs for college personnel, for example, in counseling or in utilizing educational technology.

(b) research.

(c) curriculum centres where college teachers could go to design curricula and produce teaching aids.

Colleges in Quebec might be the main resource for keeping in touch with all developments occurring anywhere in the French language. Colleges with specialized functions, such as earth sciences, might be invited to become a resource centre for all aspects of post-secondary education related to that special interest.

IX. Some Strategic Considerations

There are a number of difficulties in establishing *Cancom*. Some of them must be lived with—difficulties entailed by the need for funds or arising from the fact that interested persons are scattered over half a continent. But there are other incipient problems that might be avoided. One of them is the trap into which many organizations have plunged, whose members endlessly conduct discussions about goals and possible models, substituting talk and debate for action. This error is sometimes compounded by adopting a very detailed constitution, replete with self-imposed shackles which make it difficult, if not impossible, for the officers and staff to act, and which condemns the members to repetitive debates about constitutional changes. The constitution of *Cancom* should be clear about goals, extremely careful about stating functions, allow room for all of the necessary relationships, but should allow freedom for action and have built-in processes for evaluation and change.

The tendency to define every structural form and erect a finished constitutional masterpiece should be resisted for what it is, a clearly impossible attempt to build with the materials of 1970 an edifice that might suit, in every way, the needs of 1975, 1984, or 2,000.

There is much to do. People who are willing to serve ought not to be unduly constrained by checks, or by wearying hours of legalistic chatter.

If a condition of trust and confidence between members of the community can prevail, almost any organizational arrangement will work passably well. But without the life-blood of mutual confidence, no model, no matter how shapely and symmetrical, will help a single student learn anything or a single college move forward.

X. Officers

The officers of *Cancom* should possess the qualities and experience necessary to give leadership and carry with them respect and goodwill of the various elements in the membership.

A President—If possible, the President should be associated with a college. His role might be that of student, or teacher, or administrator, or board member. Some citizens who serve voluntarily on boards of colleges are knowlegeable about the problems of post-secondary education and yet are comparatively free, or are perceived as being free, from merely partisan considerations. The minimum term for a president should be two years, and he probably ought not to be able to serve as president for more than two terms. Preferably he and/or the vice-president should be fluent in both French and English.

Vice-President—It may be useful to have two, three, or more vice-presidents who may represent language or regional interests and who will share the load with the president. Terms might also be for two years, with no more than two terms in office permitted.

Other Officers—It may be useful for *Cancom* and its General Council to have a secretary, a treasurer, and perhaps a legal advisor as well.

Executive Board—Not more than twenty members including the officers. There should not be less than a third whose first language is French, and no less than a third from outside the Montreal-Ottawa-Toronto triangle. The term of executive board members might also be two years with an annual election to fill about half the places.

Critiques on the Kidd Model

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

H. Morgan

Introduction

I have attempted, in my examination of Dr. Kidd's paper, to be as brief as possible. Nevertheless, there are points raised by Dr. Kidd that I found contradictory to the overall philosophy of the proposed organization. Where these points appear, I have expanded my comments.

On the Assumptions

I cannot disagree with the first assumption, i.e., "That Canada's two main language-cultural groups can associate cooperatively in the national agency *Cancom.*" Certainly any number of language-cultural groups can work co-operatively if their aims and objectives are similar, or if the problem they seek to solve is defined in such a way as to demonstrate a communality.

Regarding the second assumption, one might argue that, if local, regional and national interests are of infinite variety, any compatibility of those interests beyond the obvious "education is here to stay," "education is expensive," and "water is wet," would metamorphosize into incompatibility should any interest's share of the educational dollar be reduced or its methods of operation be questioned.

The third assumption states the obvious but it introduces a disquieting factor inasmuch as it points out that post-secondary education (community colleges) should not be looked upon as something discrete. Consider this: the community colleges are the spawn of an educational concept which brings together and blends into a unique mixture, the theoretic, the academic, the pragmatic and the practical aspects of education. In view of this, is it not reasonable to assume that the community colleges should be permitted to evolve and develop in a natural way, guided perhaps, but not channeled? If the answer to this question is *yes,* then the colleges are unique and therefore, must be considered *discrete.* If the answer to this question is *no,* then the colleges must be considered as grim caricatures which might well be described as "maxi-high schools" or "mini-universities."

Dr. Kidd's fourth assumption, I fear, is an understatement. Change and flexibility are more than significant factors in the community colleges in their present stage of development. The community colleges demand change and demand flexibility if they are to function adequately and earn an accepted place in our society.

Goals and Objectives

I do not find the goals and objectives outlined by Dr. Kidd consistent with his prefatory statement. He states: "The national organization *Cancom* should be planned as an agency possessing unique purposes and goals . . . ." The goals and purposes, as listed, are certainly not unique and might well be found in any organization, be it local, regional or national. In point of fact, the organization known as the Ontario Federation of Community College Faculty Associations has similar purposes and goals.

If *Cancom* is sincere in its desire to be unique, it might well confine itself to clear-cut goals which are pertinent to the Community Colleges as they are *now*. The formulation of broad, sweeping, vague, all-encompassing goals and purposes which are subject to semantic wrangling and academic interpretation is not of much immediate value. Two such realistic goals for *Cancom* might be:

> To preserve and protect the individuality of each of the community colleges, notwithstanding the pressures that might be brought to bear by outside political, economic or educational spheres of influence.
>
> To take all necessary steps to ensure that the community colleges are afforded their fair and equitable share of the available educational dollar according to their individual and substantiated needs.

Some Significant Relationships

In this section, perhaps unintentionally, Dr. Kidd passes lightly over what he considers to be the most important relationships to be developed by *Cancom*. I refer to the relationship between the colleges, the faculty organizations and the student organizations. It seems to me that these relationships are paramount and that the other significant relationships with which *Cancom* might concern itself are obvious ones and would be entered into by any organization worth its salt.

Implications for Cancom from these Relationships

This section of Dr. Kidd's presentation seems to me to contain one major area of concern, namely, that the Secretariat and the Officers of *Cancom* must be bi- or multi-lingual and competent in the use of the mass media. The implications of this statement are frightening. The number of people possessing these qualifications would be small indeed and these questions arise: Would these individuals be interested in *Cancom* for the right reasons? Would they be mainly interested in personal gain? Organizations which exist for the benefit of the organizers and for those who run the organiztions, as a general rule, function smoothly, push a great deal of paper but seem to accomplish little of real benefit to those they purport to serve. Could this be the intent of *Cancom?*

Membership

Dr. Kidd's approach to membership is a reasonable one, on the surface. However, I am once again concerned that this approach will do nothing to support the uniqueness either of the community colleges per se or the organization known as *Cancom*. The organization, as outlined so far, would appear to be a perpetuation of the myth that there must always be a conflict of interests, as opposed to a community of interests, among administration, faculty, students and outside agencies.

When Dr. Kidd says that policy decisions should be made by a general council composed of two members from each member institution, it occurs to me that the two representatives will generally be selected from the administrative staff rather than from the faculty or the student body. For instance, if representation should be composed of one administrator and one faculty member, the faculty member, because of the untenable nature of his position, will probably go along with his administrative confrere's position on any and all policies, possibly negating a valid contribution on his part.

It may be worthy of consideration to look upon a member institution as an entity composed of three estates, the administration, the faculty association and the student association, with each estate enjoying equal representation on the policy-making body and with each estate making its contribution according to the needs of the organization it represents. There is also a fourth estate that is perhaps deserving of representation, namely the communities that the colleges serve.

This approach might better satisfy the individual needs of a member institution and help preserve the unique qualities of the community colleges and the national agency *Cancom*.

Some of the Features of the Organization Cancom

This section seems to reflect the features of any organization of national caliber. Here I find little with which I can quarrel, except that the section itself seems to be contradictory to a phrase in Dr. Kidd's introduction wherein he states: "The factors that must be considered are so varied that no conventional model of organization or communication will serve." One cachinnatory note I cannot avoid mentioning is that service to members still enjoys the lowest rank in order of priorities.

Structure to Facilitate the Interests of the Members of Cancom

Little or no discussion is necessary regarding the establishment of commissions and committees. These seem to be natural out-growths of most national organizations. Notwithstanding the value of study and research of areas of major concern, the question does arise: how valid are the conclusions drawn from these studies when they are, in many cases, out of date by the time of publication? I should like to point out too, that there are a number of organizations which have all the necessary facilities and staff to engage in the study of any problem one cares to examine. These organizations could provide such analyses and reports as are required expeditiously and at less cost than *Cancom*.

Cancom Should Offer a Number of Services that are of High Priority

At first glance, this section presents *Cancom* as:

BIG! BUSY! and **EXPENSIVE!**

This section is not designed to provide needed services to community colleges. It is a clear manifestation of a control complex that can turn the colleges into a nation-wide string of sausage factories, each one a replica of the other.

Some Strategic Considerations.

In this I find that Dr. Kidd has, at last raised a basic consideration, and that is money. On the one hand he states the membership fees should be reasonable so that money might not be an impediment to membership. On the other hand he proposes a marvellously complex structure with an extremely impressive range of services, the operational costs of which can only be termed excessive.

I agree with Dr. Kidd that a detailed constitution is shackling and a deterrent to action and production *if* a condition of trust and confidence exists within the organization. Yet, I must point out that trust and confidence are earned conditions which result from performance within specific guidelines and controls. Organizations predicated on the "if" of trust and confidence where money, prestige and power play a significant role, are less than healthy, especially when action, performance and results cannot be justified in terms of service to the members.

Conclusions

I am unable to find anything unique in Dr. Kidd's model. Its structure is bureaucratic and its operation costly. More important, I can find no statement nor substantiation that a need for *Cancom* exists. As a result, two questions immediately came to mind: Is there a need for *Cancom?* If so, what is it? Dr. Kidd's proposal presupposes these questions, but does not provide answers.

The proposal also presupposes that sufficient funds are or will be available to finance the operation of *Cancom.* If the nucleus of membership were to be the community colleges, the money must be supplied by the college budgets which are funded from the public purse. I would suggest that an expenditure of this magnitude would contribute to, rather than allay public objection to the rising costs of education.

Dr. Kidd's model represents, in essence, a highly sophisticated and regimented bureaucracy. Bureaucracies, regardless of the purposes for which they are formed, tend to become bodies whose primary objective is self-perpetuation. Serving the purposes of their constitution becomes a consideration of secondary importance.

Therefore, if *Cancom* must be constituted and should it aspire to being unique, then initially it should confine its activities to the dissemination of information that is specific and meaningful to the community colleges and pertinent to the educational process in these institutions. Whether this activity is limited to the distribution of informative weekly or monthly newsletters or expanded to include a periodical distribution of a national magazine is immaterial at this time. Such an approach would provide identity for and demonstrate the usefulness of an organization such as *Cancom;* would be a basis for growth and expansion of services in those areas of common concern that may exist in the community colleges; and from the outset would eliminate the enormous expenditure demanded by Dr. Kidd's model.

More significantly, this approach might well act as a vehicle which could demonstrate that there is a real need for *Cancom.*

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

W. G. Manning

Introduction

This is valuable in making clear the significance of the body of the paper.

Assumptions

These are well worth noting. I am particularly glad to see Assumption 4 included. Pressures for uniformity and conformity could arise in Cancom. To date freedom from traditions and rules has been a significant factor in the success of community colleges. It has permitted competent leaders to do the things necessary to produce results. This freedom and flexibility must be preserved.

Goals and Objectives

Dr. Kidd describes Cancom ". . . as designed to facilitate coherence. . . ." I would suggest that it should be designed to facilitate more than coherence. We might say it should be designed to maximize the contribution rendered to society by community colleges and by adult education personnel.

To the list of goals and objectives I would add "offering leadership, and consultative services in the recruiting, training and utilization of staff." Dr. Kidd suggests a commission to deal with this area.

Some Significant Relationships

I agree that Cancom should be designed to facilitate regular and continuing relationships with the organizations and agencies listed. I suggest, however, that it must not permit its activities to be curbed by failure to reach consensus with one or more of these groups.

Implications for Cancom from these Relationships

The significant implications have been listed.

Some of the Features of the Organization of Cancom

As I am not very familiar with either the organizational structures or the overall effectiveness of any of the national organizations serving local organizations of a specific type, I must leave to others the evaluation of the structure proposed by Dr. Kidd. I shall suggest some possible approaches to such an evaluation.

The structure proposed by Dr. Kidd is basically similar to that of AUCC. It would be well to consider the views now held with respect to the constitution and structure of that organization by people active in it. Probably Dr. Kidd has done this.

Assuming that the Canadian Association for Adult Education (CAAE) will continue to exist, what will be Cancom's relationship to it? Presumably the membership of Cancom's general assembly would comprise a high percentage of the persons who attend the CAAE annual conference.

It might be relevant to take a look at the constitution and structure of the Canadian Library Association. It seeks to serve libraries and persons involved with libraries in much the same way as Cancom proposes to serve community colleges and persons associated with post-secondary education. The structure of Quebec's Federation des CEGEP might be of interest. Patterns of organization used by various national bodies in the United States might be reviewed.

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

Walter B. Pentz

The notes on organization that Dr. Kidd presents are as valuable as the model he suggests. They allow the reader to understand the functions to be performed by the national association.

However, I question the necessity for the General Conference to be included in the model. A provision in the constitution or charter requiring, at least, a joint annual meeting with the General Council could accomplish the purposes envisioned by Dr. Kidd.

I would suggest that members of the executive be required to chair all commissions and that the secretariat be represented. This suggestion is made for the following reasons: If members of the executive participate in the work of commissions, they will, in all probability, be much more knowledgeable. Also, it is likely that recommendations of commissions would have a better chance of being adopted. Involving members of the secretariat would increase the expertise and continuity within the commissions. In addition, implementation of any recommendations would be expedited. I am assuming that implementation would be, mainly, the responsibility of the secretariat.

Finally, I would suggest that members from provincial Faculty and Board-Administrative associations, as well as from post-secondary institutions, be represented on the executive. In the light of parochial tendencies usually exhibited by institutions, province-wide bodies would represent a greater spectrum of opinion.

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

D. H. Goard

"The purpose of this paper is to outline a model for a new national agency for community colleges in Canada."

The foregoing is the first sentence of the introduction to this paper by Robey Kidd. I think that both the title and the introductory statement need some comment. A short historical resume is in order since the need for some agency of this kind must have arisen somehow out of the growth of continuing and further education of adults in Canada.

Education of adults in evening programs has been with us a long time. The major thrust into full time day classes for adults occurred during and after the Second World War when new schools were built through Federal-Provincial funds to provide further training for adults in vocational and technical classes. During the next twenty years (1947-1967) scores of Adult Vocational Training Centers and Institutes of Technology were built across Canada with an expenditure of well over one billion dollars in new training facilities. Technical and vocational training for adults in full day classes became a reality.

During this period the main coordinating role was performed by the Training Branch of the Federal Department of Labor which, in cooperation with the various Provincial Departments, initiated programs in

"Canadian Standards for Diplomas in Technology," "Inter-Provincial Standards for Apprenticeship Training and Tradesmen Qualifications" and other Canadian standards relating to the improvement of the labor force.

The Director of the Federal Training Branch during most of this period was Dr. C. R. Ford and he encouraged the Federal Department to play a full role as a trans-Canada coordinating agency for these institutions. In addition, he fostered the development of the Canadian Vocational Association (CVA) and was its first President. After the Federal Training Branch was phased out in 1967, he considered that this body should function as the new coordinating agency rallying point for all who taught or administered technical and vocational programs for adults across Canada.

A further outcome of all this activity was the establishment of the Canadian Association of Technical Administrators (CATA) which developed national standards for instruction in Mathematics, Physics, Chemistry and English at post-secondary level. This Association has held national conventions over the past five years or more and it has representatives from most of the technical institutes and colleges of technology and applied art and CEGEP's across Canada. It is closely affiliated with the CVA whose President this year is René Boileau, Directeur Général, CEGEP de Rosemont, Montréal. In keeping with present trends and current nomenclature, the CATA this spring at its annual meeting in St. John's Newfoundland changed its name to the Canadian Association of Community College Administrators.

It is interesting to note that while the community college developed out of the junior college in many cases in the United States, it appears to have more often developed out of the regional vocational schools and technical institutes developed in the post-war period in Canada.

Robey Kidd has surprised me in that he did not give an historical outline showing how Canada and Canadians got into the regional college business. I am sure that he will agree with me that it is particularly in keeping with the Canadian character that this development should be based on increasing concern for such bread and butter issues as training for employment, upgrading the quality of labor force and similar economic matters rather than from desire for the cultural development of the individual and the quality of life per se.

Now to relate this to the title and opening sentence of Dr. Kidd's paper. Perhaps the title should be "Designing *Another* Canadian National Agency for the Community Colleges." Surely this goes to show that there is need for more communication between all those interested in the field of further and continuing education of adults in all fields of education. We do not want to develop a jurisdictional battle in this area.

Nevertheless, a real problem exists here. I quote: "Basic Institutional Members: for the colleges that are accepted under an established definition of what constitutes a community college." The question arises whether the definition of community college will include the Adult Regional Vocational Schools of B.C. —as well as the CEGEP's of Quebec—as well as the CAAT's of Ontario? Will the concern be to meet all of the training or education needs for adults in the region? Will it be to meet the "post-secondary" concept based on "college level studies"? Will it include basic vocational training as well as university transfer programs?

I am pleased to note the author recommends "inclusion rather than exclusiveness in defining what constitutes an acceptable or accredited institution of post-secondary education."

Unless a policy of inclusion is followed, we will indeed be establishing a *second* Canadian Association for Community Colleges. I believe that active steps should be taken to involve in a formal way the Canadian Community College Administrators (Association Canadienne de Collège Communautaire d' Administrateurs) and the National CVA, Association Canadienne de la formation Professionelle (ACFP) in the forthcoming conference on the community college, if any national consensus is to be obtained.

In Summary

I found Mr. Kidd's article easy to read and quite comprehensive in its scope.

I agree with his objectives but would add "fostering teacher exchange" to his list.

I would include in his list of significant relationships the CACCA, the CVA and the Canadian Council of Ministers of Education. Additional emphasis should be given to the role of the Provincial Departments of Education.

His list of memberships could probably be reduced to organizational or institutional, individual and student memberships. His membership list does not include the existing Provincial Organizations of Community Colleges. The relationship between provincial community college associations and a national association is critical. This leads to consideration of the organization chart set out in the article.

Comments on Organizational Model Included in Dr. Kidd's Paper

I would like to compliment Dr. Kidd on the thought and effort that he must have put into the organizational model for *Cancom* that he proposed in his paper. I think he is wise in giving major representation to the colleges through their institutional membership. On the other hand, I have several reservations about the model:

1. The pattern suggested by Dr. Kidd is a formidable one which would be appropriate to a large and experienced organization. For a fledgling body it seems to me that the simplest format is the best. It should be simple and flexible. Through such a pattern, the organization can develop into a more complex structure as the need arises and as its members themselves wish it to grow.

There is a danger that a complex and weighty organizational structure might be a straight-jacket imposed by the midwife on the newborn infant. I am sure the infant will be a lusty and opinionated one, and I believe it should be given the opportunity to develop its own patterns in its own way.

2. I think that the organizational pattern does not give enough weight to provincial or regional groups of colleges. I am sure that there will be a provincial or regional association of colleges. Each province will strive to develop a post-secondary system to coordinate the activities of member colleges in a variety of ways. Indeed such a system has developed in Ontario where I understand there is a provincial association of the twenty Colleges of Applied Arts and Technology. Such a system is developing in B.C. and there is an association of regional and district colleges. Such provincial or regional bodies will have a powerful voice in the development of post-secondary education. They are surpassed only by the Provincial Departments of Education who have the constitutional responsibility and authority in these matters. Given another five years of growth in Canadian colleges, the Canadian Association might very simply consist of the executives of the provincial bodies. This would certainly reflect the federal nature

of the country and re-emphasize the rights of the provinces in the field of education.

These provincial associations of colleges do exist and we must at least consider their relationship with any national association. What this relationship will be must be left to the new organization to decide.

3. Given these two propositions:
   (a) that a new organization should be simple to start with and be supremely flexible so as to develop its more mature organizational pattern as it grows, and
   (b) that the proposed organization will share the field with growing provincial or regional associations.

I would suggest the following composition and structure.

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

By W. B. Thompson

A paper outlining the development of an ideal association based on certair assumptions which are debatable because of the great regional difference in financial resources as well as differences in cultural objectives.

A paper on which many hours of dialogue may be developed but questionable as to the practical objective of unification of so many agencies who have long established interests and objectives.

A model that deserves further study if associated with a realistic financial structure. A plan for the future—the timing being questionable because of many differences in agencies that could be involved.

CRITIQUE OF "DESIGNING A CANADIAN NATIONAL AGENCY FOR THE COMMUNITY COLLEGES"

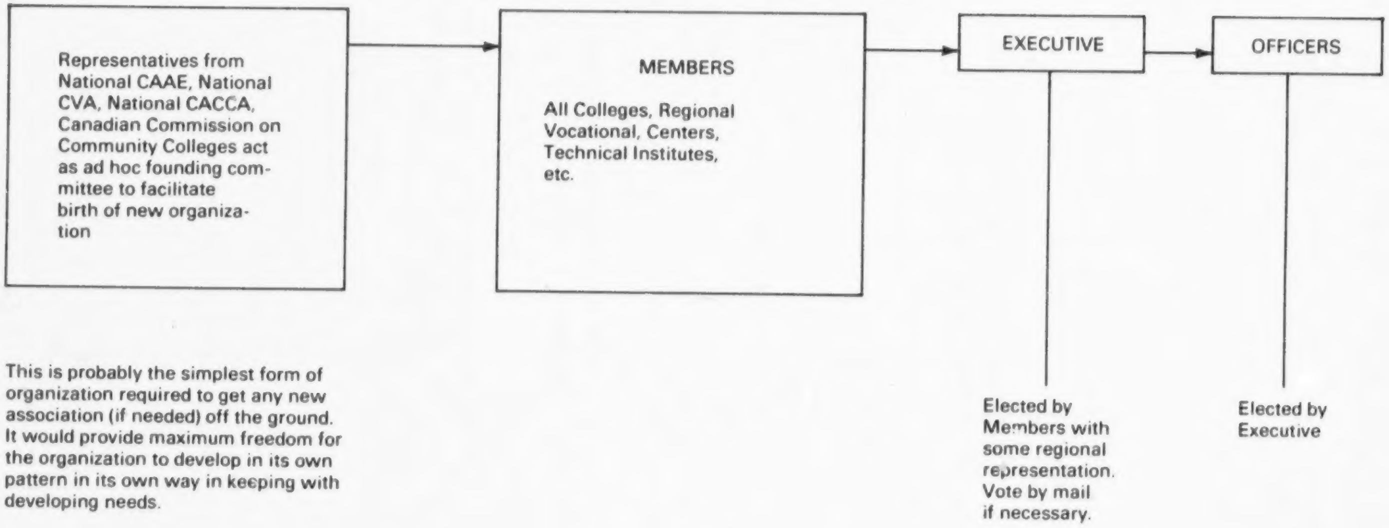
By J. E. Nykoluk

The difficulty I experienced preparing a critique on Dr. Kidd's paper for a proposed model for a National Association of Canadian Community Colleges is related directly to two fundamental and unanswered questions that Dr. Kidd identified in his paper, namely:

1. What is meant by a community college? This problem exists largely because of the wide range of programs and services provided by non-university, non-public school educational organizations and because of the considerable differences among them in the types of programs presented. Thus, we seem better prepared to define community colleges in terms of what they are not, rather than what they are.
2. The statement appearing in Part VI, "if there is agreement about goals and functions, it will not be difficult to design structure," sums up my concern about the creation of organizational models for a national body before its form-function are known.
   (a) What are the needs of individual colleges, not being fulfilled adequately by existing organizations, that could be served by a new organizational structure functioning at the national level?
   (b) What are the goals for an organization such as the one proposed and the strategies to be followed in achieving the goals. Objectives stated in

FIGURE I

Composition and Structure of the New Association


Representatives from National CAAE, National CVA, National CACCA, Canadian Commission on Community Colleges act as ad hoc founding committee to facilitate birth of new organization
MEMBERS
All Colleges, Regional Vocational, Centers, Technical Institutes, etc.
EXECUTIVE
OFFICERS
Elected by Members with some regional representation. Vote by mail if necessary.
Elected by Executive

This is probably the simplest form of organization required to get any new association (if needed) off the ground. It would provide maximum freedom for the organization to develop in its own pattern in its own way in keeping with developing needs.

> generalized terms, embodying intrinsic worth, tell us more about the route and the vehicle than about the destination. I submit that without a more rigorous analysis of needs, goals and the development of a strategy, the task of designing a model for a national organization becomes a highly arbitrary process.

Considering that Dr. Kidd was presented with terms of reference that contained these fundamental weaknesses, he has managed to develop some interesting concepts that will be effective in stimulating thought and discussion about the proposal for a national association for community colleges. My review of the model he constructed took the form of four basic questions:

1. *Are the objectives relevant when considered at a national level?*

An organization that would make possible the exchange of information and facilitation of communications would likely be helpful to member delegates and institutions.

The purposes relating to national standards, leadership in planning, training, etc. have similar desirable qualities. My main concern, expressed in the critique of the first paper, is that this may lead to, or contribute to a conformity in the programming of community college services with a resultant loss of individuality and a reduction in the responsiveness of the institutions to the communities they serve. A more thorough study of the trade-offs involved is required before a national organization attempts to undertake this task.

The purposes relating to assessing policies and needs, and to developing philosophies would likely create difficulties between many of the institutions and the policy making administrations they serve.

The objective related to employment opportunities is a relevant one to review at a national level.

2. *What are the alternatives that exist to achieve the objectives of a proposed organization?*

The immediate question that emerges relates to existing organizations performing part of all of the stated purposes. Would it prove more effective for a national organization to perform a coordinating role and have other organizations accomplish specific tasks as required rather than establish a new entity to perform the required services? Would the creation of a new organization for community colleges render the participation of the colleges in existing organizations unnecessary? How effectively can the new organization operate in the field of curriculum development compared with associations established along unique disciplinary lines? What duplication of effort would exist between the proposed organization and established ones, e.g., in the review of employment opportunities, is Canada Manpower not doing an effective job and if not, why not?

3. *What are the costs of operating the proposed national organization in relation to the benefits that are likely to accrue?*

There is no evidence to suggest that the proposed organizational model would result in a favourable cost/effectiveness relationship. The level of benefits that could accrue would vary depending on the interpretation and weighting of objectives and the level of resources invested. This is a critical issue that remains unanswered at this time.

4. *Who are expected to bear the costs of operating the Association and who are the expected beneficiaries?*

It is assumed that provincial treasuries will be expected to finance the costs of the proposed organization. Can the proposed organization assist in providing more effective training and/or education to Canadians deserving such opportunities? Unless the benefits can be felt at this level, the success of the organization will always be in doubt.

Proposed Alternative

In relation to the foregoing analyses, I propose that a national association be formed for the purpose of assisting institutions in or related to the community college movement to exchange views and information on common problems and opportunities and to discuss possible solutions dealing with such situations. I support the direction indicated by Dr. Kidd on eligibility and membership that the key membership unit be institutions i.e., community colleges and related organizations in technical, vocational, and continuing education, and that representation from the member institutions consist of those responsible for their administration and of those representatives from governing boards or community advisory councils.

Recognizing that at this stage in time, needs, goals, jurisdictional areas and strategies must be defined more clearly, I suggest that the organization be formulated with a built-in capacity to change—clearly the organization must be permitted to evolve. By evolution, I do not infer a gradual escalation to a large and complex organization. In fact, I think that the long-term success of the association depends on its ability to keep lean and flexible and to limit costs to the level where they can be readily justified. Such an organization would tend to encourage links with, and to a large extent depend on, existing organizations established along more specific lines or functioning in similar areas of interest.

To limit the size and complexity of the national organization and in the interests of efficiency, it may be necessary to create a regional sub-system that would have responsibility for discussing issues of concern to institutions located in defined regional areas. The national organization, in turn, could consist of representation from each of the regional bodies. This arrangement would better ensure that the national organization would deal with only matters of national stature.

In summary, I sense a need to establish a forum where discussion of items of common concern and an exchange of information can take place. A national association, formulated to reflect this priority, could provide an effective solution.

The Stewart Model

In "An Association of Community Colleges," Dr. Stewart sketches what he terms a "relatively simple structure" based on the articles by Thiemann and Kolesar. The simple but complete organization proposed reflects a mature warrior's experience on the field of battle. He points to some considerations of a new agency attempting to get off the ground by initially centering its operation within an existing educational association. At the same time, Stewart projects a budget of a mature organization.

Agreeing with the concept of a national association, Duggan focuses on the problem of financing such an organization, having boards choose representatives on a national basis, and suggests that "there is a need to strive to make the association truly representative of the administrators, faculties, and students of community colleges in Canada." Duggan also points out that he feels it may be premature at the National Assembly to elect a board of directors as proposed. He further indicates that those who will be at the National Assembly may not be in a position to commit their institutions to membership.

Delgrosso emphasizes the need of equal representation in the organization and stresses that the organization should be the concern not only of those directly involved with community colleges but of the broader community. Sanguinetti chides Dr. Stewart for being unaware of the trend of the Canadian Federal System towards greater decentralization. While being convinced of the need for a national organization, she feels that it should begin with a very limited base.

Editor

An Association of Community Colleges

By Freeman K. Stewart

Introductory Note

1. It is generally agreed that community colleges need a national association to help to establish their unique identity, support and further their special interests, and to aid them in improving their facilities and in extending their services to their particular communities. While those concerned may readily agree upon the value of an association, finding the best way to establish it on a firm basis and especially to finance it in this wide and complex country is not at all simple. In the process, it is important to concentrate upon the basic principles and to avoid being distracted by specific details, above all by those that are non-essential or that can easily be modifed.

2. The present well established and well funded educational associations, such as the Association of Universities and Colleges of Canada, the Canadian Education Association, and the Canadian Teachers' Federation have had the advantage of developing quite slowly over a number of years. In fact, the CTF is this year celebrating its 50th anniversary and the CEA was founded almost 80 years ago. The objective here is not to be historical but to emphasize that events are moving very much more rapidly now than in the past. Given the rapid growth in the numbers and size of community colleges, and the lack of precedent for this kind of institution in Canada, an association of community colleges lacks the opportunity that other associations have had to develop slowly, and to adjust to gradually emerging needs.

3. It would therefore seem best to propose a relatively simple structure for an association on what might, hopefully, be a firm basis; its design should be sufficiently flexible that it would be conducive to growth, and amenable to adaptation as new circumstances may require.

4. The organization of a national association in a federal country would ordinarily take one of two forms: (a) a federation of provincial groups or organizations in the manner of the CTF or the Canadian Association of School Superintendents and Inspectors, or, (b) a direct national association of individual institutions, as in the case of the AUCC. The suitability of either of these structures is related to their nature, history, purposes, and financial support. Having regard to this, and having also in mind the very successful organization and work of the AUCC, one can discard the notion of a national federation of provincial associations (which indeed may not be under consideration anyway), in favour of a national association of individual institutions.

5. While the Association should be representative of institutions, it should, to whatever extent is feasible, also be representative of those who work within the institutions; that is, the administrators, faculty, and students. Community colleges are financed by provincial governments, and therefore these should have the opportunity to be represented in an effective way in the work of the Association.

Purposes

The purposes of the Association have been amply indicated by Drs. F. C. Thiemann and Henry Kolesar in their studies and writings on this subject. Of these, particular emphasis should be given to the Association serving:

(a) as a central resource centre and as a national clearing house for information through publishing a newsletter and periodic reports, and holding seminars and conferences;

(b) as a means of liaison and as a channel of communication between the colleges as a group and federal agencies, and between Canadian college communities and similar communities abroad;

(c) as a forum for the expression of views by representatives of the colleges, and as a catalyst to their programs and activities;

(d) to assist in the training of instructors and administrators for community colleges, either regionally or nationally;

(e) generally, to foster, encourage, and support the work of community colleges, and to promote research in matters of concern to them.

Membership

Membership in the Association may be of three types: (a) institutional, (b) individual, and (c) individual (student).

(a) Institutional membership refers to the membership of those institutions carrying on established post-secondary, non-degree granting programs throughout the academic year. Any such institution, recognized by a provincial department of education and receiving all or a substantial part of its financial support from provincial or federal government sources, is eligible to be an institutional member of the Association. Nonpublic institutions carrying on similar programs (that is, post-secondary, non-degree granting programs) may become *associate** institutional members upon their acceptance by a vote of two-thirds of the Association's Board of Directors (see below). Institutional members will pay a membership fee to be determined.

(b) Individual membership may be open to any individual on the faculty or otherwise in the employ of an institution holding institutional membership or associate institutional membership. Individual membership shall also be open to individuals who are trustees of community colleges, or who are in the employ of a federal, provincial, or local government or other agency and whose responsibilities or work is relevant to the programs and activities of community colleges.

(c) An individual member (student) is an individual member registered as a bona fide student at an institution holding institutional or associate institutional membership. Except for the amount of the membership fee (see below) no further distinction is drawn between an individual member and an individual member (student). The individual member (student) may retain his membership in the Association until the next annual meeting of the Association following his graduation or discontinuance as a student.

Annual Meeting

There will be an annual meeting of the members of the Association at a time and place to be determined by the Board of Directors (see below).

Voting

An individual member, including an individual member (student), shall have the right to vote, and to hold elective office in the Association.

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*The use of the term "associate" may not be necessary or desirable since, after these institutions are accepted by the Board, no distinction in membership is advocated.

Officers

The elected officers of the association shall consist of a President, the Past President, and a Vice-President, the President holding office for one year and normally being succeeded by the Vice-President.

The Association will have a Board of Directors, elected for a term of one year; Directors shall be eligible for re-election. The Board shall meet at least once a year, and at such other times as might be deemed necessary by the President in consultation with the executive. (see below)

Board of Directors

The Board of Directors shall consist of 30 elected members, including the three officers indicated above.

Initially, the Board might be authorized to appoint up to three additional members to the Board to be known as Associate Board Members. These members would be chosen for their special experience in national activities, government procedures, organization, or financial matters. They would not necessarily be eligible to be individual members of the association, and would not be entitled to vote; their function would be primarily advisory. In due course, the Associate Board Members could be replaced by elected members, or the category terminated.

Of the 30 members elected to the Board, 12 should be college presidents or representative of college presidents, six representative of faculty members, six representative of students, and six representative of provincial Departments of Education.

Executive

The Board of Directors shall name from its members an Executive Committee of 9, to consist of the Past President, President, Vice-President, and six other members. At least two members of the Executive should be college presidents, two from Departments of Education, and one from the student group.

The Board, or the Executive acting on its behalf, should be named from the Board, or in special circumstances from persons at large, such committees as they deem appropriate to the work of the Association. The chairman of such committees should be named by the Board or the Executive, as the case may be. Among such committees, in addition to nominations, might be finance, program and planning, and professional training and development.

Committee of College Presidents

There should also be established, in relation to the Association, a Committee of College Presidents, which would be concerned with problems peculiar to their particular office. The closest possible liaison should be maintained between this Committee and the Board, though the Committee would not be responsible to, nor report to, the latter. Each would, in a sense, serve as a sounding board and in an advisory capacity to the other.

Responsibilities

The President, Board of Directors, and Executive would have the usual responsibilities.

The Board should have an Executive Director or Secretary-General appointed and paid by the Board, who would serve as its chief executive official. The Executive Director should be assisted by an associate executive director. The latter would be appointed by the Executive upon the recommendation of the Executive Director, and would be responsible to the Executive through the Director. Other staff would be appointed by the Executive Director in the numbers deemed appropriate by the Executive and within the limits of the budget available.

The Executive Director would carry out undertakings approved by the Board of Directors and Executive Committee and, under the responsibility of the Board, take such action as would effectively promote the interests and activities of the Association and its members.

Official Languages

Either the Executive Director, or the Associate Executive Director, should have English as his first language; the other officer should have French as his first language. Either French or English may be used at the annual meeting of the Association, and at meetings of the Board of Directors and the Executive Committee. Wherever appropriate, simultaneous language translation should be available.

Diagramatic Structure and Finances

Attached hereto is a diagram of a possible structure for the Association, together with a proposed budget and possible sources of funds. It may be necessary in the beginning for the Association to operate in association with an established educational organization; this would reduce overhead costs, such as rental and office equipment. It is doubtful, for instance, if the Service of Admission to College and University (SACU) would have survived without the help and shelter of the AUCC.

Some Footnotes on the Work of an Association

1. An association needs:
    - (a) one or two skilled persons on its secretariat; much more will be accomplished by one or two very competent and enthusiastic persons on the staff than by six or more persons who are time-servers, putting in the day and doing a routine job.
    - (b) two or more influential persons on its Executive Committee who keenly believe in the role and activities of the Association, and who will give the secretariat the benefit of their experience, knowledge, and support. (N.B.: (a) and (b) are essential to each other and to the ultimate success of the Association).

2. An association needs a reliable and continuing source of financial support; it is more important at the beginning that the funds be reliable than that they be large, as long as they are reasonably adequate for immediate needs.

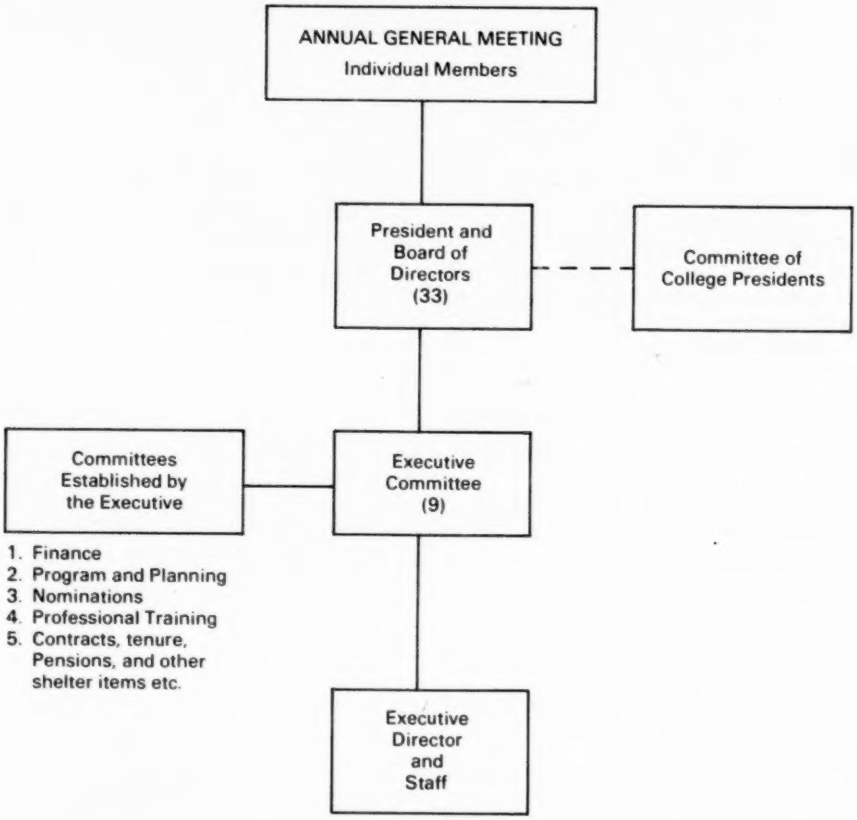
3. Ideas—no organization can progress without them.

4. The structure of an association should not be so complicated that the Executive and staff will be pre-occupied in simply keeping the association operating, with limited time left for output. There is also the danger of attention to details in structure and procedure becoming an end in themselves.

5. There should be a clear understanding of the role and goals of an Association; otherwise as much time and effort will be spent in attempting to figure out what might be done, as in doing it.

FIGURE I

An Association of Community Colleges


ANNUAL GENERAL MEETING
Individual Members
President and Board of Directors (33)
Committee of College Presidents
Committees Established by the Executive
Executive Committee (9)
1. Finance
2. Program and Planning
3. Nominations
4. Professional Training
5. Contracts, tenure, Pensions, and other shelter items etc.
Executive Director and Staff

Budget:

Object	*Est. of Amount*	
Salaries		
Professional		
Director	$25,000	
Associate Director	20,000	
Clerical and Secretarial		
Secretary-Stenographers (one at $5,500 and one at $4,500)	10,000	$55,000
Employee Benefits (7% of Salaries)	3,850	
Space Rental	5,000	
Equipment (rental or purchase)	4,000	
Supplies and Materials	2,000	
Telephone and Postage	1,000	
Travel (Executive Director and Staff)	6,000	
Executive Council (Meeting and Travel)	8,000	
Annual General Meeting	2,000	
Printing and Reproduction	10,000	
Translating	10,000	51,850
TOTAL		$106,850

Financial Support of the Association

It is assumed that the major financial support of the Association would be derived from the Community Colleges themselves.

Membership Fees

(1) Institutional Membership—

Fee to be established on the basis of college enrollment:

Less than 500 students —
501 to 1,000 students —
1,001 to 1,500 students —
1,501 to 2,000 students —
2,001 and over students —
} fees to be determined by the Assembly

(2) Individual Membership — $10.00

(3) Individual Membership (Student) — $5.00

NOTE: Some support might be available from provincial governments (though they might feel that their support was already provided through funds granted the colleges) and the federal government.

Critiques on the Stewart Model

A CRITIQUE ON "AN ASSOCIATION OF COMMUNITY COLLEGES"

K. F. Duggan

Introductory Note

I agree with the concept that community colleges should have a national association in which those who operate the colleges, those who teach in the colleges, and those who are served by the colleges would participate.

I feel that it is an understatement to say "finding the best way to establish it on a firm basis and especially to finance it in this wide and complex country is not at all simple."

It is well to note how the present established education associations referred to in the paper have developed and the success or failure they have had in developing an organization which is truly representative of all those who should be included in the association. One of their major problems has been that of providing for effective student representation.

Financing an association of community colleges will be difficult, but the problem of electing persons truly representative of the various membership groups would be even more difficult at the present time. If one rules out the notion of a national federation of provincial associations in favour of a national association of individual institutions, the problem of regional representation must be considered.

If it is considered desirable that all groups such as administrators, teachers and students have representation on a board, then a way must be found to enable those groups to choose their representatives on a national basis. If it is the intent to have all members at a general meeting vote on a list of candidates, with administrators voting for students and vice versa, I do not think it will work.

Purposes

I would suggest that an additional purpose of the association should be:

> To strive to make the Association truly representative of the administrators, faculty and students of all community colleges in Canada.

Membership

Community colleges, unlike most universities have varying degrees of autonomy. Some are set up within a Department of Education with staff having civil service status, and with funding through departmental votes. Others operate under Board of Governors but with more financial controls placed on them than for universities in the same province.

In view of the foregoing or for other reasons, some institutions at the outset may not be able to or may not wish to have institute membership. Neither the staff nor students of such institutes would be eligible for individual membership. I do not think therefore, that individual membership should be tied to instructional membership.

I think it may be premature at the College Assembly to elect a Board of Directors as proposed. With the exception of the Presidents of community colleges, who already have a national association, the other groups of members may not be truly representative and would not likely be too well known to each other.

I do not feel that all the institutions to be represented at the Assembly will be able to indicate their willingness to take up institute membership. In some cases this will have to wait until the membership fees are known and authority from Boards or Departments is received.

The proposed system of deriving revenue from institutes has been under consideration for financing the Association of Canadian Community College Administrators for the past two years but has not been adopted as yet because of the financial restrictions under which several colleges operate.

If the Assembly agrees to establish an Association, I see nothing basically wrong with the concept of a Board of Directors but it may be desirable to form a small pro-tem executive group of 8 to 10 to operate for the first year. It will not be possible to appoint an executive director until funds are available and guaranteed on a continuing basis. It will take most of the first year to arrange for funding and to draw up a detailed constitution and by-laws for the Association.

The final structure of the Association and the operating budget will be better determined during the first year of operation and after discussion at the Assembly.

A CRITIQUE ON "AN ASSOCIATION OF COMMUNITY COLLEGES"

G. M. Delgrosso

I am enclosing my comments regarding Dr. Stewart's model, "An Association of Community Colleges." In general, I agree with the document as presented; however, I would like to comment on some of the items as follows:

Introductory Notes

I feel that very heavy emphasis should be put on equal representation in the association for all the members, including faculty and students. We should avoid the misinterpretation that this association is exclusively for, or being run by, the administrators only.

Purposes

I feel that membership should not be restricted to those persons who are very directly involved with the community college movement but should be open to any person who is interested in the community college field. Students, for example, should be encouraged to continue as members when their student days are over.

Board of Directors

I would like to know how the figure of 30 members on the board of directors was determined, although this is not a particularly pressing point. I feel that associate board members are not necessary. It would appear that there would be enough expertise on the board to handle any problem that might arise. The appointment of associate board members could be interpreted, in my opinion, as a political expedient and I feel that this is something our association should avoid.

Executive of the Board of Directors

There is no provision for a faculty member on the executive. I feel that the number of members should be changed from 9 to 10 and include at least one faculty member.

Committee of College Presidents

The formation of this committee appears to be an excellent idea but it is my understanding that a similar national group of community college administrators already exists. This should be checked into so that we do not have unnecessary duplication.

Official Languages

If either French or English is to be used at the annual meetings of the association and meetings of the Board of Directors, it would seem logical that simultaneous language translation would have to be available.

Budget

It would appear that the salary of the director and associate director might be a bit high. A more appropriate salary would probably be $22,000 for a director and around $18,000 for an associate director.

On the section of the presentation entitled "What is the National Association of Canadian Community Colleges?", I have serious reservations about a professional national association speaking out on national issues that do not directly relate to the community college movement.

A CRITIQUE ON "AN ASSOCIATION OF COMMUNITY COLLEGES"

Sonja Sanguinetti

The author of this paper, Dr. Stewart, has made one major implicit assumption that has seriously affected the credibility of his presentation. He has apparently chosen to ignore the trend within the Canadian federal system to greater decentralization. He apparently has a conception of the provincial jurisdiction as merely a regional administrative unit. Twenty years ago when we were recovering from the war-time emergency this would have been a viable position from which to begin his discussion. Today, it is simply ignoring reality.

Dr. Stewart's approach to the federal question is apparent in the second page of his paper where he dismisses the idea of a federation of provincial associations in one rather awkward sentence. His centralist attitude is further indicated on the description of the purposes which the national association would serve. For instance, he suggests that this organization could serve as a channel of communication between colleges and federal agencies. Is he not aware that federal funding for education is a thing of the past? He further suggests liaison between this organization and similar groups abroad. Has he forgotten the rather sensitive question opened by this very issue in the relations between Quebec and Ottawa? He also suggests that this organization could assist in training faculty and administrators. Given the variety of curricula and organizations does he really feel that this is a viable suggestion? In short, I would suggest that the author of the paper has too readily glossed over some of the crucial issues in Canadian politics in the development of his model.

While I agree with the necessity for the development of a national organization in Canada, I would suggest that at this time it must limit its aims and objectives to fit the temper of Canadian society.

In other words, I feel that the most the organization can do is serve as a clearing house for ideas. It would usefully follow the purposes outlined in this paper in points (a), (c), and (e). However, if it ventured further at this time into the delicate area of federal-provincial relations it could do itself nothing but harm.

Planning Committee and Board Recommend Protem Model

The basic membership will be held by community colleges across Canada, whose representation would be drawn from students, faculty, administrators, and trustees. Associate membership (non-voting) could be held by provincial governments, community agencies, corporations, organizations (other than colleges), or individuals.

(a) Institutional membership (voting): Four votes per institution and it is recommended that one vote be cast by each constituent group—student, faculty, trustee and administration.

(b) Associate membership (non-voting) may be held by individuals and organizations other than community colleges.

Fees (per annum)	(a) Institutional—	1 — 500 $200)	Based upon full time
		501 — 1500 $300)	student equivalents as
		1501 — 2500 $400)	indicated by the
		2501 plus $500)	institution
		Median $400	
		Anticipated revenue:	$40,000
	(b) Associate—	Organization $100	
		Individual $10	
		Anticipated revenue:	$20,000 to $30,000
	(c) Grants and Donations—	$20,000 to $30,000	

Organizational Core

Independent association with possibility of exploring means of relating to existing organizations.

Board:	10 provincial representatives determined by provincial delegates at the Assembly. 3 officers (president, vice-president and secretary-treasurer) elected by the delegates at the plenary session. 4 special category representatives (for students, faculty, trustees and administration).
Executive:	To be composed of the president, vice-president, secretary-treasurer, and the four elected representatives from the special category. (suggested two year terms)
Staff:	1 appointed Executive Director— appoints: 1 Steno/Secretary and part time as needed

Note: First meeting immediately after election

Committees:	appointed by the Board—such as: (a) Finance (b) Constitution (c) Projects Board members to chair committees

Location

To be determined by the elected Board. Factors relevant to the decision will be: the bilingual nature of the association, the possible arrangements with other existing associations, and/or the pro-tem nature of the organization.

PART III:
Colligation

The National Assembly In Historical Perspective

H. Kolesar and C. P. Jones

On November 8, 1970, the members of the Board of the Canadian Commission and its committees began two days of meetings preceding the arrival of Assembly delegates and observers. A new spirit was evident among all the members. Friendships which had developed during the two years of work together were reaffirmed. The group which had been drawn together from across Canada two years earlier had, for the most part been virtual strangers, but despite distance and provincial differences they had managed to work together to prepare for these days of review and decision.

During a period of two and one-half days an assembly of more than 200 persons, including college trustees, administrators, faculty, and students, and a group of observers would assess the value of the work which had been done by the Board and by its representatives. These people would decide whether there was to be a future for a Canada-wide organization for colleges. The elation which precedes the climax to such a sequence of events pervaded both the formal and informal exchanges of the Board and committee members. During the formal sessions final adjustments with regard to both arrangements and agenda were being considered, and as the time passed apprehensions and tensions developed, then subsided. Each person in his turn contributed to both the rise of tension and to its dissipation. When the meeting adjourned late in the evening of November 10, all was in readiness for the call to order the following morning.

The Assembly Program

The program had been carefully designed to provide during the first day an opportunity for the Canadian Commission Board to present reports of its work during the previous two years to the assembled delegates, and to provide during the remainder of the time an opportunity for the delegates to choose their own path. The details of this program are shown below:

Tuesday, November 10

0930-1015	Greetings and Conference Purpose IDentification—C. Beauregard.
1015-1100	CAAE-CCCC Review—B. C. Curtis.
1130-1230	College Development in Canada—G. Campbell.
1400-1700	Models Project and Proposed Model—F. C. Thiemann.
1700-	Discussion in plenary session. Reception.

Wednesday, November 11

0930-1045	Review of Model—Panel reactions and critique.
1100-1200	Group Discussion.
1400-1530	Plenary session—delegates choice.
1530-1630	Voting.
1700-1800	Ad hoc committee meetings.
1830-	Banquet.

Thursday, November 12

0930-1000	The International Dimension of College Development—W. Shannon.
1000-1200	Committee Reports and Nominations from the floor. Election of Officers.
1200-	Adjournment.

Voting Delegates

While many organizations and individuals had been invited to the Assembly, only those delegates from colleges and certified by the *Head* of the college had been authorized to vote. Each institution was granted three votes with proxies allowed if fewer than three delegates were present. However, in order to cast a vote a college was required to have at least one delegate at the Assembly. College Heads had been encouraged to authorize students and faculty, as well as administration, to vote.

Early on the first day of the Assembly, voting procedures were reviewed and it was emphasized that while all registered delegates might participate in discussions, only those delegates possessing the required authorization would be allowed to vote. Members of the Board of the Canadian Commission, while eligible in some cases, would not vote.

The Assembly

With the call to order the Assembly began.

Following the presentation of greetings, the announcement of Assembly purposes, and the overview of the agenda, the first major speaker was introduced.

Mr. B. E. Curtis, Chairman of the Commission Board, presented a detailed account of the involvement of the Canadian Association for Adult Education and of the Kellogg Foundation during the preceding thirty months. It had been the Canadian Association for Adult Education which had provided the initiative for the establishment of a Canada-wide association. The executive of the Canadian Association for Adult Education had presented a proposal to existing and related organizations and, following the receipt of their support, had requested financial assistance for three years from the Kellogg Foundation. This philanthropic Foundation, based in the United States, after judging the merit of the proposal had agreed to provide funds amounting to slightly in excess of $200,000. It was following this commitment that the Commission Board had been appointed. Its work was culminating with the Assembly.

An unanticipated challenge was presented to the Chairman during the first break. Several delegates came forward and posed two questions to the Chairman, first his right to the Chairmanship of the Assembly, and second, the acceptability of the agenda. Following some discussion the Chairman agreed to comment on the challenges immediately following the break. When the proceedings resumed the Chairman announced that both challenges would be discussed by the Commission Board at a meeting during the luncheon period and that there would be a procedure proposed for the discussion and resolution of the challenges at an appropriate time. The delegates found this satisfactory and allowed the proceedings to continue.

Professor G. Campbell gave the final presentation of the first morning. He had during the previous year conducted a Canada-wide study of colleges and was well qualified to discuss college establishment, development, and existing characteristics. His talk, accompanied by a large number of well prepared and carefully chosen slides, was exceptionally well received by the delegates.

Following the luncheon break the Chairman announced that the earlier challenges had been discussed by the Commission Board and the Commission Board proposed that the issues should be resolved following the completion of the presentation of the reports of the work that had been done by the Commission Board and its Planning Committees and prior to the closing of the afternoon session. He defended the decision by indicating to the assembled delegates that the Commission Board had several obligations which it could not abdicate. These obligations were to the Canadian Association for Adult Education, the original sponsor of the project; the Kellogg Foundation which had provided financial support for the work of the Commission Board; the numerous Associations which had agreed to provide support in terms of the time, personnel, and some financial support during the two years of work of the Commission Board; the many individuals who had made contributions to the work of the Commission Board and who had participated in activities promoted by the Commission Board during the two year period; and to the authorities which had made a commitment to hear the report of the Commission Board by supporting the attendance of the delegates and observers. Once again the delegates found the proposal and the procedure to be acceptable, and the proceedings continued.

During this afternoon's session a report was presented by Dr. F. C. Thiemann describing the Canada-wide study which had been conducted by the Planning Committee of the Commission Board regarding the need for and the proposed nature of a Canada-wide Association. Models for a National or Canada-wide Organization that had been prepared by consultants, and a proposed interim structure for a Canada-wide Association, were presented. When this presentation was completed a number of questions were raised. Was there to be an opportunity to present alternative models? Would there be representation by population in the new organization? What would be the relationship for the new organization to existing associations? The Chairman indicated that following the consideration of the challenges that had been presented earlier to the Chairman it would be up to the delegates to decide on the kinds of questions to be discussed and the order in which they would be considered.

The three presentations during this first day had achieved two important purposes. First they had reviewed for the delegates the work which had preceded the Assembly. Second, and probably more important, they had provided for the delegates their first set of common experiences. This was the base upon which further experiences could be built and to which subsequent discussions could be related.

At this point, the Chairman posed the question of the Chairmanship to the Assembly. Without hesitation the delegates proceeded to nominate and to elect Claude Beauregard, the Chairman appointed by the Commission Board, as their Chairman for the remainder of the Assembly. Further, with some minor modifications, they approved the agenda for the remainder of the Assembly. Since some time remained for discussion during this period, the delegates agreed that they would hear reports from existing organizations regarding their functions and their structure. It appeared that members of some of these existing organizations felt that there was a need for a clarification of the relationship between their objectives and those of the proposed organization. It also appeared that the members of these organizations were not clear as to whether their organizations might be subsumed within the new organization to be established, or whether in fact the existing organizations could be expanded to assume the functions proposed for a new organization and thereby eliminate the need for the establishment of this new one. Presentations were heard from representatives of the Canadian Association of Community College Administration, the Canadian Vocational Association, and the Federation of Collèges d'Enseignement Général et Professionnel. A question was also raised with respect to the intentions of Canadian Association for Adult Education with respect to the new organization. The response to this question was that the Canadian Association for Adult Education would continue to support, in whatever way it could, the work of the new organization but that they would otherwise be separate entities.

Following these reports and questions the delegates thanked the presentors and proposed that the discussion on the establishment of a new association proceed.

Before the adjournment of the plenary session the Chairman announced that space has been reserved for four separate meetings which might be held during the evening of the first day for four categories of delegates who were present: for members of boards of governors, administrators, faculty, and students. It was suggested that if these groups desired, they could meet, by category, to discuss the presentations which had been received during the first day and to review procedures to be followed during the time that remained. The plenary session was then adjourned.

When the Assembly convened on the second day, the delegates indicated that there had been considerable interest shown in the meetings of categories of delegates the previous evening. The meetings of some groups had continued on past midnight and into the early hours of the morning. While many issues had been discussed, not all had been resolved. Nevertheless, the delegates were prepared to proceed.

The first issues for discussion were the aims and objectives for the new organization, the relationship of this new organization to existing ones, and representation within the new organization whether in the interim structure or the permanent one. The general conclusion reached following this discussion was that an association was needed and that the initial form required such definition that with time and with the provision of resources of various kinds it would evolve in the way that best suited the needs of the membership.

Since a number of the delegates recognized that they were unequally represented by category, the next topic for discussion was the preferred voting procedure. It was suggested that since there were far larger numbers in some categories than others, for example 74 administrators as compared with 21 students, the delegates might vote in blocks and there would be a single vote per block, thus equalizing the influence that a particular category might have. Eventually this was brought to a vote and the proposal was defeated. The decision was accepted by all delegates and all agreed that they should proceed.

During the afternoon of the second day of the Assembly there was a discussion regarding the purposes of the new organization. Considerable concern was expressed by delegates regarding the possible role of the association as a promoter of the college movement and whether it ought to speak to issues and policies affecting colleges and their personnel. When a motion was finally presented to the Assembly for consideration it read as follows:

> "That the Assembly agrees that a Canadian Association of Community Colleges is needed and that its purposes are:
>
> (1) to become a group of colleges in Canada and of those agencies concerned with post-secondary non-university education;
>
> (2) to provide liaison among colleges and between colleges and other agencies; and
>
> (3) to promote and encourage research regarding colleges."

The result of the vote was 159 votes in favor, two votes against, and no abstentions. The major commitment had now been made by the delegates. It was now time to consider the nature of an interim structure for the achievement of the commitment.

The Chairman announced that between the adjournment of the second day's proceedings and the beginning of the proceedings of the third day there was provision for the delegates of each of the Provinces to caucus to discuss matters that were of importance to them. This ended the discussions of the plenary session of the second day.

When the session convened on the third day, there was extensive discussion regarding the student membership on the executive. This was finally resolved by a motion that one of the members must be a student. Also, there was some discussion about the languages spoken by the Chairman and Vice-Chairman. This was resolved by a decision that the working languages of these two executive members would include both French and English. During this morning an executive for the new organization was elected and the executive was charged with the responsibility of preparing a constitution, by-laws, organizational structure, and a proposal for the relationship to other associations during its first year of work.

Votes of thanks were presented to all those who had been involved in the work of the Canadian Commission and there were expressions of goodwill, of faith, and of hope for the future.

Among the statements included in the acceptance speech of the new Chairman was the following:

> "I promise to work on behalf of the Canadian community college and for a united Canada . . . ."

Summary of Decisions

Association Name (pro-tem):	Association of Canadian Community Colleges/Association des Collèges Communautaires du Canada.
Board of Directors/ Conseil d'Administration:	**Chairman/Président:** M. Normand Bumaylis, Directeur-Général, Collège du Vieux Montréal, 1430 rue St-Denis, MONTREAL, P.Q. **Vice-Chairman/Vice-Président:** Dr. Walter B. Pentz, President Mount Royal College, 7th Avenue & 11th Street, S.W. CALGARY, Alberta.

Members/Membres

M. Jacques Charbonneau,
Directeur des services
pédagogiques,
Collège de Hull,
285 Boulevard Taché,
HULL, P.Q.

Mr. Ken Duggan,
Principal,
Newfoundland College of
Trades and Technology,
P.O. Box 1566
ST. JOHN'S, Newfoundland.

Père Lucien Gagné,
Recteur,
Séminaire St-Augustin,
CAP-ROUGE, P.Q.

Mr. Harold Johnson,
Président de l'Association
des étudiants,
Collège de Sainte-Foy,
2410 Chemin Sainte-Foy,
QUEBEC 10, P.Q.

Dr. Ian Kelsey,
Trustee,
Vancouver School Board,
1595 West 10th Avenue,
VANCOUVER 9, B.C.

Mr. Robert MacDougall,
President of Faculty Association,
Mount Royal College,
7th Avenue & 11th Street, S.W.
CALGARY, Alberta

Mr. Brent MacLaine,
Student,
Holland College,
P.O. Box 878,
CHARLOTTETOWN, P.E.I.

Mr. Greg Melnyk,
Vice President External of
Student Association,
Red River Community College,
2055 Notre Dame Avenue,
WINNIPEG 23, Manitoba.

Mr. Maurice Poirier,
Directeur-Général,
Collège Marie-Victorin,
7000 rue Marie-Victorin,
MONTREAL NORD 462, P.Q.

M. Réginald Proulx,
Professeur,
Collège Vieux Montréal,
200 rue Sherbrooke Ouest,
MONTREAL, P.Q.

Mr. R. L. Gardner,
Principal,
Saskatchewan Technical Institute
Saskatchewan Street and 6th Ave. N.W.
MOOSE JAW, Saskatchewan

Mr. Allan Goldenberg,
President of Faculty Association,
Centennial College,
651 Warden Avenue,
SCARBOROUGH, Ontario.

Mr. Jack Hazelton,
President,
Mowhawk College,
220 Dundurn Street South,
HAMILTON, Ontario.

Mr. Edgar Rhomberg,
President of Student Association,
British Columbia Institute of
Technology,
3700 Willingdon Avenue,
BURNABY 2, B.C.

Mr. Norman Sisco,
Chairman,
Ontario Council of Regents,
55 Eglinton Avenue East,
TORONTO 315, Ontario.

Mr. Ed. Strombecky,
Student Government (Internal
Relations),
Conestoga College,
299 Doon Valley Drive,
KITCHENER, Ontario.

PLUS:

Faculty Members to be appointed from:

New Brunswick;
Faculty Association at either Moose Jaw
or Saskatoon.

PLUS:

Public sector representatives from:

Nova Scotia;
Community College Advisory
Council of Manitoba.

Executive Committee/ l'exécutif:

M. Normand Bumaylis
Dr. Walter Pentz
Mr. Ken Duggan
Mr. Allan Goldenberg
Mr. Edgar Rhomberg

Executive Meetings:

The first meeting of the new executive was held in Ottawa, November 12, 1970, at the Chateau Laurier.

It was agreed that a second meeting of the executive would be held on the 7th and 8th of December, 1970, at the Collège du Vieux Montréal.

Task Areas:

The executive identified the following task areas which would be considered by its membership immediately:

1) Clearinghouse
2) Liaison
3) Research
4) Finances
5) Constitution
6) Projects

Other Decisions Regarding the New Association

1) The college itself holds membership in the new Association and pays a fee according to a scale.
2) For the next Annual General Meeting each member college is invited to delegate four people: one administrator, one trustee, one faculty member and one student, to attend.
3) Individuals may become members of the Association and pay an annual fee of $10.00.
4) Organizations may become members of the Association and pay an annual fee of $100.00.
5) The accepted scale of fees is:

1 — 500 students = $200
501 — 1500 students = $300
1501 — 2500 students = $400
2501 plus students = $500

Analysis and Comments

The Assembly had provided an opportunity for persons involved in the work of colleges across Canada to come together to discuss the need for the establishment of a Canada-wide Association, and following the achievement of consensus on this question, on the nature of the objectives and structure of such an organization.

While there were these areas of common interest, there were differences as well. In Canada these differences have a variety of bases. Each of the five regions—The Atlantic Provinces, Quebec, Ontario, Prairie Provinces, and British Columbia—have their unique characteristics. There are the political differences reflected in the philosophies and goals of each of the Provinces. In Canada the constitution provides that each Province has the authority to make decisions regarding education. There were differences reflecting the nature and functions of each of the kinds of institutions within a Province. In Alberta, for example, among these institutions are public colleges, institutes of technology, agricultural and vocational colleges, and adult vocational centres. Finally there were the differences in the attitudes and aspirations of the identifiable groups among the delegates: the members of boards of governors, college administrators, college faculty members, and college students.

The successful resolution of a number of issues at the Assembly must be viewed as confirming that these delegates, despite their differences, came bringing attitudes of goodwill, of patience, of understanding, and of considerable enthusiasm for the achievement of a worthwhile purpose. The delegates were willing to listen to the viewpoints of others, and the discussions and decisions demonstrated that there was a real effort on the part of all delegates to create an organization which took these differences into account, which would preserve some and overcome others, and which would ultimately provide benefit for all.

It is not surprising then that the new organization will provide service rather than simply become another pressure group. Considering the opposition expressed to a number of issues both in the small groups and in the plenary sessions during the two and one-half days, the degree of unanimity of the support for the new organization was considered by some observers as surprising; by some others it was described as a fantastic achievement. For this reason the work done in preparation for the conference, and the structure of the conference itself, may be considered as an ideal model for the subsequent achievement of a similar task.

Two years and a great deal of effort had preceded the Assembly. During the Assembly itself the first day provided a framework of common understandings regarding the background work and regarding the philosophy and the purposes of the organization about which the delegates were to decide. The conference was conducted in a non-threatening way with delegates given the opportunity to make decisions about both content and procedures. The format provided opportunities outside formal sessions for people to gather and to discuss issues of common concern. There was a strong core of knowledgeable persons available to provide resource assistance. The procedures highlighted for all delegates the need for beginning the consideration of the structure of any organization with an examination of the objectives which it might achieve.

Those who were somewhat critical of the Assembly presented several comments. There were too many issues being considered in too short a time thus the treatment of each may have been somewhat superficial. The delegates were generally lacking in information regarding the preparatory work that had been done by the Commission Board and its Planning Committees. (This problem resulted from a lack of time to circulate to delegates in advance all of the necessary background information.) Since the request for a decision regarding a new organization hinged so heavily on consensus regarding aims and models, this Assembly might have been preceded by separate conferences on these topics. It appeared that the Commission Board and its Planning Committee had made two assumptions that were probably false, the first that there would be consensus among the delegates regarding what colleges are and what college purposes and functions are, and second that there was among the delegates a common understanding of organizational theory. It was observed that neither the Commission Board, nor its Planning Committees, nor the Assembly gave sufficient attention to the relationship of the new organization to its environment. Finally, it was suggested that the Commission Board had spent too much time and other resources during the first eighteen months of its existence in its attempt to decide what to do. Thus the Assembly was held near the end of the period of Kellogg support and while the decision was favorable, few funds remained to support the fledgling organization.

Keys to Success

In the progression of events leading up to and associated with this Assembly there are a number of key elements. First of these is the initiative provided by a parent body, namely the Canadian Association for Adult Education in this case, and the other authorities which were prepared to support the Canadian Association. The contribution of the Kellogg Foundation was necessary in order that the Canadian Association for Adult Education could create a Canadian Commission for the Community College and support its operation prior to the receipt of support from other sources.

A further grant by the Kellogg Foundation to the University of Alberta College Leadership Program enabled the University's Department of Educational Administration under Dr. G. L. Mowat to contribute significantly to work of the Planning Committee in the preparation of the models and in the conduct of the national survey. Dr. F. C. Thiemann of Dr. Mowat's Department conducted the National Survey and supervised the preparation of all materials presented at the Assembly.

The composition of the Commission Board with representatives from across the country and representatives from a variety of existing organizations participating in and responsible for the successful operation of colleges, must be considered as one of the keys. The work of the Planning Committees, including the research that was done by the Program Planning Committee and the distribution of their report to delegates was another. In addition, the work of the committee responsible for facilities and the many details of arranging such a conference must be considered important. The leadership provided by the executive of the Canadian Association for Adult Education, by the executive of the Commission Board, and by the members of the Commission Board during this period, has also been confirmed by the success of the Assembly. Another key was provided by Dr. R. E. Kinsinger, the representative of the Kellogg Foundation who assisted in so many ways, and in addition, considered the achievements, or the lack thereof, with patience and with understanding during the period of foundation support. There was probably no person at the Assembly who derived greater satisfaction when the vote was finally taken than Dr. Kinsinger. The lack of any direct attack on the general concepts presented by the Planning Committee regarding purposes, direction, and probable activities, was indicative of the success of their approach. Finally, with respect to the Assembly itself, a good deal of the credit for its success must be attributed to the completely bilingual Chairmanship of Mr. C. Beauregard "who used a very light hand and a good deal of humor and compassion in dealing with the questions put by the delegates. He demonstrated the capacity to be sensitive to even the most trivial point of view, and he encouraged the contribution of every cross section of the delegates."[1]

The Future

The continued existence and the success of the Association of Canadian Community Colleges will depend on the attitudes and the successes of the executive and Association members. With more than a hundred colleges already in operation across Canada, with the large existing enrollments and the anticipation of significant increases in these, there is no doubt that there will continue to be interest in such an association. The immediate problem is one of gaining membership and obtaining resources for the support of the Association for the achievement of its objectives. The members of the executive and of the Association can look forward to some difficulties such as those identified by Stinchcombe when he talks about "liability of newness" in organizations. He identifies four of these:

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[1] Dr. H. N. Anderson, President, Grande Prairie College, Grande Prairie, Alberta.

(a) new organizations, especially new types of organizations, generally involve new roles, which have to be learned.

(b) the process of inventing new roles, the determination of their mutual relations and of structuring the field of rewards and sanctions so as to get maximum performance, have high costs in time, worry, conflict, and temporary inefficienty.

(c) new organizations must rely heavily on the social relations among strangers.

(d) one of the main resources of old organizations is a set of stable ties to those who use organizational services.[2] (New organizations do not have these stable ties.)

The members of the new Association will be well advised to be prepared to overcome these liabilities. Just as all the obstacles to the birth of this new Association were overcome, those which will be met in its development and its growth, also can be overcome. We may expect this to become the most effective service organization in Canada, for it is the only one that will, under one executive, represent all the major identifiable groups: students, faculty, administrators, trustees, and community.

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[2] Arthur L. Stinchcombe, "Social Structure and Organizations" in *Handbook of Organizations*, James G. March editor. Chicago: Rand McNally 1965. pp. 148-149.

The authors wish to acknowledge the assistance of Dr. H. N. Anderson, Grande Prairie College, Grande Prairie, Alberta; Dr. R. G. Fast and Dr. M. R. Fenske, Alberta Colleges Commission, who presented to the authors brief descriptions of their perceptions of the Assembly proceedings.

Appendix A

In this appendix are listed all of the negative responses received. Some positive responses have been exluded to conserve space and to avoid unnecessary duplication.

ATLANTIC PROVINCES

1970-71

—*Newfoundland:* There has been a lot of interest in such institutions and some provinces have started community colleges. The time is now right for overall national involvement, so as to provide an information service and to perform a coordinating role.

—*Prince Edward Island:* The CATA, now in existence could be expanded to meet the needs of the community college adequately. This would be better, I believe, than attempting to establish a separate (and additional) association.

—Since the time of receiving this statement, the CATA has met and indicated it would consider joining a larger association as an affiliate member or as a department.

—*New Brunswick:* (1) The sooner the better; and (2) Because there appears to be a great deal that might be undertaken by a National Association most of which can be attempted only if such an association is functioning; it would appear that the sooner action is taken the earlier some benefits will be derived.

1972-75

—*Newfoundland:* The type of study envisaged and initiated in the National Survey must be undertaken before structure is established.

—*Nova Scotia:* In my judgment, it would take four to five years to establish the terms of reference for a national association that would be acceptable on a national basis.

ALBERTA

1970-71

—The problems stated are facing these institutions now—not just in the future.

—The needs in this area are so great that institutions are looking for mutual cooperation.

—There are up to 125 public and private community colleges established in Canada already. More are on the way. The need for a national organization is urgent. The sooner it gets organized and is able to coordinate national efforts, disseminate innovations, and provide national leadership the better it will be.

—The need is transparently clear and urgent. The best mechanism by which the need can be most satisfactorily realized however is not clear. Hence the understandable hesitancy of many in advocating yet another national agency. There is a special graveyard in Eastern Canada marking the final resting place of dead hopes in national education associations that died abortively or prematurely. The approach being taken by this study is, to my mind, thoroughly enlightened. I give it high marks and total support. Good luck.

1972-75

—Although the need for such an organization already exists, sufficient time should be taken to clarify the goals for such an organization to develop the structure for the organization. Considering the present state of affairs considerable work remains to be done. 1972 might be the date to aim for insofar as formal establishment of the organization is concerned.

—I believe the need for such an association is immediate. So that direction can be given as soon as possible to educational planning. However, this will require study and organization which will take some time.

—Continued expansion in the number of institutions will force the development of such an association so as to focus on common interests. Presentations to support funding, research activity, exchange of program and personnel will assist and demand a need for consolidation.

—Within limits—the sooner the better, as a thrust is emerging for post-secondary development across the country. Some general level coordination might be attempted immediately with an identifiable structure established in the next year or so to allow for at least general level coordination approaches and exchange of relevant information.

—There will be more periods of rapid industrial expansion and exchange in Canada with a persistent and increasing need for training and retraining. The Educational system, to meet its commitments, must be relevant, capable of giving leadership and making rapid changes, at all levels. This means a National Association before 1975 while the post-secondary institutional system is in an early stage of development (compared to 30 years from now). After 1975 it would be more difficult for a National Association to do its job.

—(The Canadian Vocational Association provides a section for Institutions and College Administrators. It has already proven its worth but for a variety of reasons, mainly financial, has not been able to make the contribution which is needed. I would suggest that appropriate expansion of this organization or alternatively its assimilation by a new organization would be useful).

BRITISH COLUMBIA

1970-71

—While I share with many others their concern in supporting yet another educational organization, I must face the fact that post-secondary education does serve a unique function—all too often misunderstood by students, the community at large and in some cases even by instructors and administrators.

As one who has had something to do with college development here in Vancouver I feel that a sharing of experience and planning would benefit us all. I therefore support the establishment of your proposed association.

—If it's not done while colleges are being formed it will be much more difficult to form once programs and policies are established.

—The increasing realization that educational opportunity can be provided in two year curricula indicates that the need to consolidate our thoughts and efforts through a national association is urgent.

—If the need and desire for a national association is present, why wait?

—The need is here now. If it is delayed any longer the haphazard development of two year institutions in the various provinces will continue until the problems are insoluble.

—Because of the pressing problems affecting all levels of education in Canada, an early effort should be made to determine the relationship of universities and regional colleges. It would be wise to get the National Association into operation as soon as possible.

It would take a long time to get it functioning effectively as a National body. Administrative and operating executives have to be found.

—I just think it is better "get in on the ground floor"—delay is not going to make the job any easier, just more necessary.

1972-75

—By that time enough evidence will be in on the functioning of all the new institutions and real (as opposed to speculative) problems will begin to appear with respect to relationships to universities and our employers.

—Regional groupings must be established before a national organization can be launched. A good deal of "grass roots" promotion must be undertaken before a national organization can be established, a national organization that meets the needs of individuals and institutions. I see little good coming from an organization which merely duplicates what is already being done (or attempted) by other organizations.

—Transfer between and among provinces takes time.

Later

—At the present I believe the main need in Canada is for much more active organization at the provincial level and that this is a particular need in respect to associations or organizations of trustees or boards and also of college faculties. In both instances there is a need for greater understanding about the philosophy of continuing education with particular emphasis on "the open door," adult learning, and such mundane things as staff loads, working conditions, condition of employment in the college or adult field etc. In my opinion the differences between provinces are so great because of different concepts in functioning and different patterns of centralization and organization that the main value in a national group is simply one of communication so that each knows how the others are developing and so that a more comprehensive understanding will have developed across all of Canada.

Don't Know

—Perhaps existing organizations local, regional can serve.

ONTARIO

1970-71

—The community college is a relatively new concept in Canada. It could use a national association to help its rapid development. We do not have years of previous experience to fall back on.

—The concept of community college within the overall education complex in Canada is currently so new and unformed in final character, the coordinate guidance of the program should be undertaken at the earliest possible date.

—National Association for those institutions is overdue already. National goals for the total educational system and coordination of the same is essential to produce what we need at a much lower cost to the taxpayers. We are fumbling in the dark.

—At a lower educational level provincialism is rabid. Only a strong national association *now* can prevent the same occuring at this level.

—The problems we are encountering at present need immediate solutions.

—The colleges, although a relatively new movement in Canada, are in many cases well on their way to introducing "pitfalls in education," because of other institutional experiences. Such pitfalls can be avoided, if guidance and leadership are available.

The introduction of colleges is not the establishment of an institution, but rather the launching of a whole new educational system with its own kinds of challenges and problems. Sharing of experiences, good and/or bad, can be facilitated through national bodies.

A changing society's needs should be reflected in its institutions. If such changes are national in scope, then they should be reflected nationally.

—There is a great deal of confusion about the goals and positions of non-university, post-secondary institutions. In Ontario, courses and programs in the CAAT's sometimes conflict with similar courses at university or Grade XIII. The duplication and confusion foster insecurity among the students and faculty. The role the CAAT is going to play must be clarified. I feel a national association could help in this clarification.

—My only reason for suggesting 1970-71 as an appropriate time to establish an association is that the sooner this is done the better. It is not very logical to suggest a great deal of planning is necessary to develop rigid, authoritarian organizations, because conditions are going to change and therefore, it seems most appropriate if an association or organization is instituted it be done immediately so that is can grow, change and evolve as the situation warrants.

—If an association is worth forming it is worth forming now. The delay will only confirm the fargmentation that exists now.

—There is a need for such an association—why wait?

—All issues, objectives, etc. previously mentioned are relative in the here and now, highly visible and currently unattended.

It occurs to me that my responses are arranged in a regrettable random order in many cases and that further elaboration of some rather cryptic comments might well be required. Please feel free to follow-up on any of these tactics at any time.

—The formation of post-secondary programs has been so rapid that they have developed locally, and to some extent have been restricted and shaped to meet local needs. This has led to several versions of similar programs which suit the local area but cannot be related nationally. With the present mobility of labour, this has led to confusion among employers regarding background and capabilities of graduates.

This lack of uniformity and standard has tended to cause employers to view certificates with some doubt, a situation detrimental to graduates and to the reputation of the Colleges.

1972-75

—To insure adequate planning for its inception.

—Earliest possible date.

—My impression is that colleges will first unite on a provincial basis as Quebec has already done. Then they will identify the national issues and really go for a national organization.

—Perhaps the best course would be to hold a preliminary meeting of representatives from departments of education and certain community colleges to discuss the merits of an association. Maybe a feasibility committee could explore the question and report another preliminary meeting in six months or twelve months time.

—The colleges in Ontario need another two years to consolidate their affairs and I believe the same is true for post-secondary education institutions in other provinces.

—It is needed now but probably can't be introduced before 1973.

—It will not be possible to do the ground work required to set up such an organization before 1972, and it would be most undesirable to create it without adequate preparation.

—I believe that the charter of this organization cannot be obtained within one year, considering the information that needs to be collated prior to setting up the formal organization.

—Assuming that this association is required because of problems involved in transfers, standards, etc., one should not wait until the total situation becomes inflexible.

—The planning necessary prior to official formation of such an organization would preclude the beginning of operations before the date noted.

Never

—As you have no doubt gathered, I do not feel that there is any urgency or demonstrated need to form a national association.

—I have the feeling that such an association would be quite useless. A provincial association makes sense—not a national association. Problems related to goals, objectives, operations, etc., of community colleges are common to the colleges that are financed and operated within a given province. A federation or provincial associations seems to me to be more relevant and useful proposition.

I am concerned that the formation of a national association will result in frustrations for everyone—smiply because the body will not have the authority to solve problems—also the problems from province to province are so different that recommendations from these bodies will be nothing more than sweeping generalizations.

Don't Know

—As each province is responsible for education, I assume that each now has some development of non-university post-secondary institutions similar to the community college concept in Ontario and that business and industry and education are beginning to relate. I would be particularly interested to see the responses of business and industry requesting their participation. If their reply were on the negative side I think the need for a national association is much less and would result in merely an exchange of ideas and a clearing place for courses. I also believe that many of the problems, issues, etc. which I have mentioned on the preceding pages might be more effectively dealt with by the cooperation of the various provincial departments of education.

QUEBEC

1970-71

—The needs are there.

The momentum fathered by the CCCC will be wasted if setting up a national organization is delayed to 1971-72.

—Time is now.

In establishing such associations one should take into account the major problems of bilingualism and biculturalism without underestimating the situation that is actually prevailing in Quebec concerning its belonging to the rest of Canada.

—For reasons already mentioned in other parts of this questionnaire.

1972-75

—It should take time to organize it without undue delay.

—We have at present urgent problems to study on the provincial assocation level.

—The institutions that I know still seem to have too many problems in finding their place and planning on a regional scale to be ready to work effectively on a national plan. In a year or two they will be better organized.

MANITOBA

1970-71

—Matters requiring attention at the national level now exist and deserve immediate consideration.

—I believe there is an immediate need to establish a national association. Hence, my two checks in 1970-71. If this date is not suitable then the target for organizing a national body should be as soon as possible after 1971.

The proliferation of organizations, at the national level, devoted to specific segments of the educational spectrum may be necessary. These, however, should be part of the whole rather than become fragmented. If a national association is formed, it should be part of the CEA rather than an independent body. By forming organizations under the umbrella of the CEA, we can achieve better coordination as well as more effective operation and, at the same time, reach the objectives of the individual organizations.

1972-75

—Need for provinces to be kept informed.

—It probably should be in existence now but organization requires time, hence the lag.

SASKATCHEWAN

1970-71

—Non-university, post-secondary institutions are developing in a fragmented way within Canada. If a major goal of the national association is to aid a coordinated development of this segment of education, an early beginning is needed.

—So that the association can provide services to provinces in the process of changing their post-secondary education.

So the association can grow with new institutions and respond to current needs.

—An organization in existence now could avoid the necessity of spending a great deal of its energy breaking down positions (local, regional, provincial) which will become increasingly entrenched as time passes. It would, therefore, have greater opportunity to develop a truly national non-university, post-secondary education "system."

—A leader has to arise to bring it to the fore.

—Desirable.

—We are developing in the dark.

—In view of the need in this area, the time for leadership is now. Early action may save time and money.

—Since the Federal department of labour was reorganized in 1967 much of the work then underway has been set aside. The work that was completed is outdated.

1972-75

—Beginning in 1971-72 and be in operation by 1973. The need will be obvious for established bodies and those wishing to get off the ground.

—Important.

—Basically your factual comment on "rapid development." During the next decade many irreversible decisions will be made. It is during this period that some groups will be needed to guide the direction of post-secondary education in Canada, too. I have some reservations about the effectiveness of the national organizations in education, particularly in those areas in which the component members have a tendency to allow their "hangups" on economy to deter them from serious commitment to joint action. Given the situation in Canada at present, where each province is feeling its own way along the road to a design for non-university, post-secondary education to suit its own needs, and in which progress is uneven, I suspect that a national organization set up at this time would have real difficulty trying to define its reasons for being. Its foundation would be uncertain and, I think, rather narrowly based at the moment. It seems to me that there will not be any real sense of need felt for a national organization until there is a firmer base for a provincial organization in this field and moreover until most of the provinces have moved further along the road in the developments at their level of educational services.

—I rather dislike this questionnaire. It seems to start off with the *assumption* that a national association *is desirable;* then it asks me *why?* and finally it asks me *when, if ever?*

I have real concerns about the ever-increasing cost of education accompanied by increasing groans and moans from the taxpayers. It seems that until we do some solving of the "education for what value" problem we shall continue in a dilemma. We say education for living but large institutions wield power that results in education for a vocation.

And we have so many associations, we meet ourselves coming and going to meetings and coordination is like Mark Twain and the weather.

Appendix B

What are the problems, issues, and conditions facing post-secondary education in general? The statements listed below by province are presented in their original form. No attempt has been made to categorize the statements or to eliminate duplications. The obvious reason for this decision was to emphasize the catholicity of the concerns.

New Brunswick

—I see the major problems affecting non-university post-secondary education as being financial, but the additional problem of the need to identify these institutions with the requirements of business and industry must be recognized.

—Apart from the fact that institutes of technology and community colleges may expect rapid growth on their own merit and needs, the growth may be further accelerated because of de-emphasis on university education due to student unrest at those institutions. While there has not been this apparent overflow of unrest in our type of schools is should nevertheless be anticipated. In anticipation advice in meaningful change control would be most welcome from the national level.

Newfoundland

—Continuous training of workers to keep abreast of new skills and techniques. This points up the need for institutions which are flexible enough to offer many types of courses of different lengths to serve various needs and at times convenient for the students.

—Cooperation between such education institutions and industry will be increasingly important.

—Federal participation in adult education will be increasingly necessary to ensure labour mobility and uniformity of skill.

—Re-training of workers as new techniques are developed in new jobs replacing old ones.

—Relationship between various types of post-secondary institutions that have developed. Transferability.

—Make full use of educational technology in reaching students off campus as well as educating those on campus.

—How can the provinces work more closely together?

Nova Scotia

—The spiralling cost of education will promote demands from all sectors of society for tighter cost-control and measures of accountability, particularly in vocational-technical programs.

—With or without invitation, business and industry will get involved in vocational-technical training and will assume responsibility in the matters of cost-control and development of programs.

—From this involvement business and industry will recognize the talent and skills that graduates from technical-vocations programs can contribute to the nation's economy.

—There will be an increasing awareness of avenues to success other than a university degree. This awareness will generate increasing enrollment in technical-vocational programs.

—Common threat to society: pollution, extended families, diminishing national resources, regional disparity will create regional interdependence not only on a national but on a continental scale. Post-secondary technical-vocational programs will play an important part in this process.

—Manpower mobility now just a cliche will become a reality. Those responsible for education and training (all facets) must address themselves to this need.

—Problems brought about by what Marshall McLuhan calls the electric technology and our adaptation to new concepts which it may bring about.

Alberta

—Shifts in values and hence a need to reformulate goals.

—Shift in power: insistence by the "under-privileged" that they have a voice in the affairs of society including its educational institutions.

—Continued threats to the environments.

—Properly financing such institutions and making sure they receive a fair share of available funds, will be difficult.

—Although most of the institutions are very young, they tend to be somewhat conservative in that they use the traditional methods of presentation. Over the next thirty years developments and new ways of presentation may be difficult to establish in these institutions. This might be partially difficult if there are substantial financial outlays to effect conversions.

—The problem of financing and projected escalation of cost requiring program budgeting, the establishment of priorities, etc.

—The development of meaningful programs which will prepare people for technological change, increase use of leisure time, labour market mobility, etc. In particular, program developments must increasingly be concerned with the future insofar as values, relevance, political implications, etc. are involved.

—A burning issue is and will be the employment of graduates.

—The latest tradition of Canadian education and the democratizing functions of the colleges.

—Transfer and articulation between colleges themselves with business (interns) and with universities.

—Staggering capital operational cost requirements.

—A conflict between hard sciences of medicine, engineering, agriculture, forestry, etc. which believe in work and which are responsible for most of the progress in the world versus a small vociferous core of social science people who feel the world owes them a living or the establishment is all wrong. Post-secondary education institutions must be careful not to get pressured away too far from preparing people to make a living.

—Technological displacement of many of the workers now receiving vocational training in non-university post-secondary institutions. What is to be the revised definition of technical-vocational education?

—The status differential historically accorded university as opposed to non-university education.

—Articulation problems and its implications (rippling effect) from kindergarten through university and vice versa.

—Problems of financing.
—Re-definition of the community college purpose.
—Shortage of qualified staff.
—Need for radical curriculum innovations using educational technology.
—A significant change in the amount of education required for employment and the amount of leisure time available to pursue post-secondary education.
—Student-faculty involvement in governance.
—Curriculum planning in technical versus general education, relationship of programs to labour force requirements, cluster of technical skills, and relevancy of curriculum are perceived relevancy.
—Financing post-secondary education.
—Obtaining and maintaining community involvement.
—Staff development (particularly in technical education).
—The inability to affect change will decrease its effectiveness.
—Conflicts between desires for institutional autonomy being responsive to the local community and the serving of provincial (national) international interest.
—Coordination and cooperation between all types of post-secondary institutions and other sectors of the educational system on the local, regional, and national level.
—Portability or transfer of credit.
—View of post-secondary education as a "concept" not a "place."
—Need to make the process of post-secondary education less "labour intensive."
—More leisure in the lives of people.
—Increasing alienation from a materialistic society.
—Growing demands for equality of opportunity.
—Greater demands from students for active participation in determining the course of education.
—Curriculum review to meet and anticipate society demands.
—Anticipating the demand for physical facilities.
—Obtaining a reasonable perspective on cost per student in institutions requiring extensive and expensive equipment.
—To meet the social needs of students during their education.
—To anticipate industrial requirements in numbers of students.
—The rising cost of education.
—The acceptance by the public of junior colleges which indeed have a contribution to make to education and the accompanying readiness on the part of the college to distribute support to the community college.
—Clarifying the philosophy of such a system.
—Problems of articulation and accreditation within the province and between provinces.
—Finance.
—Governance of such institutions.
—Establishing suitable programs for youth moving into a rapidly changing world.

British Columbia

—The continuing trend towards substitution of machines for men in business and industry will pose many problems in the next twenty years. The problem will be to find opportunities for graduates of universities and community colleges. Community colleges will have to be continually alert to the development of new services and new industries. The national association will also have to be deeply concerned about this problem.

—New social trends in Canadian life will have to be studied. In the years since the second world war we have experienced great changes. Will our economy be able to finance progressive improvements in our social structure such as the continued reduction in the hours of work and increased social benefit for all? Our community college and our national association must take leading roles in studying the problems of social change.

—The emphasis on learning for recreation which is the obvious area for junior collleges.

—The burgeoning school population which will hit post-secondary education in the next fifteen to twenty years.

—The need for retraining vast numbers of the work force.

—Supply of university goods.

—Community college role salvage, redirection or custodio.

—Universal higher education.

—Education costs rising rapidly as they are will be a problem in the future. The distribution of funds available will have to be carefully considered so that the best use will be made of them.

—With the rapid technological changes, the college curricula will have to be flexible and subject to continued review.

—Greater acceptance by the community of courses given by the institutions other than the university. A re-education of the community in its attitudes.

—Coordination, cooperation of all facets of the community, i.e., business education, government in determining educational requirements.

—The assumption that change will be rapid and difficult to predict makes thrity-year vision impossible. Five-year planning with replanning each year for the next five years would be more realistic.

—Shortened work week.

—Greater emphasis on independent study units. Units of study especially prepared for the learner and devoid of the presence of the teacher.

—More application of the computer in learning programs.

—The necessity of becoming bilingual.

—Development of concepts of continuous, life-long education directed primarily at self-realization at education in living as well as making a living, dealing with pressures of increased propulation, density problems of the city, environmental preservation. Major problems which can be cooperatively studied and worked by people of all ages and which do not require formal certificates of past academic prowess to qualify the individual for admission.

—Development of communities of diverse culture, races, religions living together not only nationally (French-English, other minority immigrant groups, and native Indians) but also internationally.

—The growing demands for "relevancy" within the curriculum on the part of the student.

—The growing amount of "leisure" time between experience by citizens and the consequent demands for leisure time activities within the community.

—The growing "democratization" of tertiary education and demands to make this education available to all regardless of economic or social background.

—The continued redirection in "retirement" age and the associated problems could lead to a whole new area of problems which the college might be prepared to tackle.

—The above contribute to the growth in "numbers" of persons wishing to avail themselves of education and indirectly contribute to the problems of financing and an apparent reluctance on the part of property owners to foot the tax bill.

—Vocational and technical education and its relationship to the university parallel program, i.e., is the *comprehensive* idea usable.

—Relationship on provincial basis between and among two-year colleges, technical institutes and universities.

—The role of the instructor in formalizing learning situations.

—Increasing the importance of "general" education, preparing people to live and function in an unpredictable world.

—Transferability of programs and courses.

—Expansion and re-adjustment of Canadian economy.

—Correlation between production of trained personnel and vocational needs.

—Increasing demand by students and faculty for participation in decision making process.

—Financing of education institutions.

—Political "reparatism."

—Vocational opportunities diminishing for graduates means that competition for jobs will increase. This will put pressure on post-secondary schools to equip students for vocational competency at the expense of educating them to be the self-reliant individuals they need to be if they cannot find the job.

Ontario

—A disconcerting trend to socialism with its attending poor effects on individual motivation and integrity.

—Meritocracy is in danger of being replaced by mediocrity and this is already affecting the secondary schools of Ontario.

—Large student populations in schools, crowded cities, and the breakdown of the family are destroying the supporting value of our society and the educational system is being challenged to develop good attitudes and values among students to enable them to live in equilibrium with their future environment.

—I refuse to be a prophet anymore than anyone else. I have lived long enough to know that many events are cyclical in nature. I am impressed that we have had a high birth rate up to 1952 which accounts for large numbers of students in university and post-secondary school education institutions at this moment. This number should peak very shortly and I forecast, that by 1980 there will be a very drastic reduction and certainly by 2000 we shall encounter the same situation that we experienced as a result of low birth rate in the 30's. That is, there will not be enough people to fill all available positions and we shall suffer because of lack of variety of the number of persons available to man the existing positions. Undoubtedly automation will enter into this as well, but probably not nearly as much as most people think.

—Increasing education for adults.

—Shortening the work week and consequent lengthening of leisure hours.

—The rapid pace of progress and technology.

—Gaining acceptance for graduates in business and industry and in universities.

—Convincing high school students these institutions are not second-rate universities.

—Preparing adequate training programs for adults who return to college.

—High rate of increase in in-service type jobs.

—Improving standard of living and increased leisure time.

—Permissive attitudes of students.

—Technological advancement. New technologies.

—Need for up-dating of the individual store of knowledge.

—Need for a national identity in Canada.

—Public demand for pollution controls, etc.

—Policies and practices in secondary education.

—Opening of northern Canada.

—Development of an educational system which provides for training on "how to live" along with "how to make a living."

—Study the ways and means of removal of the obstacles in education to permit the introduction of pertinence in this system, i.e., how to introduce and achieve change in curriculum and methodology.

—Continuing re-assessment of educational techniques used.

—Relating needs of curriculum to changes in physical facility, e.g., financing education at all levels in light of the multiplicity of the demands on the tax dollar.

—High mobility of college students.

—The spread of bilingualism.

—The recognition of college graduates.

—The national involvement of Ministers in the Council of Education Ministers will cause them to become less provincial in their thinking and to open up to the national scene.

—Decrease in student numbers.

—Longer period "in school" for students.

—Demand for better trained personnel at all levels of the college scene.

—Educational financing.

—Educational philosophy (accent of student participation).

—Technological change (pollution control, ecology, population, etc.).

—Teaching and communication innovation (OEVR for e.g.).

—Population increase and attendance planning problems.

—Leisure time concepts (increased travel, etc.).

—Transferability.

—Degrees in technology and other college disciplines.

—Attempted amalgamation of college and university.

—The demand by employers for "degree" as an entry ticket.

—Reluctance of society to waste money on "non-productive" education.

—Chaos in all senses at the high school level.

—A battle for control between "educationalists" and "industry."

—Emphasis should be on basic training and decision-making based on facts.

—Ability and will to change.

—Opened-minded.

Quebec

—The anxiety that comes from uncertainty of possible employment, saturation of jobs on this level.

—The lack of general culture.

—To prepare students to enter society of consumers.

—The collaboration between college environment and work environment. Apprenticeship in industrial environment for those who are directing themselves towards the labour market.

—The most important problem will be that of permanent "re-cycling" (note: the continuous re-education of oneself) to which every person should submit himself both on the professional and social level. It follows from this that a post-secondary education should prepare to receive very soon more and more adults who would study part-time.

—General accessibility including adult population.

—Impact of technology on all aspects of college life.

—"la révolution culturelle."

—Competing claims for funds among institutions of secondary, post-secondary and university level.

—Seeking the real requirements of the labour market.

—Stabilizing an order of good values.

—Promoting a sense of individual and social responsibility with individuals and citizens.

—Preserving the order—promoting respect for authority.

—Exercising true dialogue.

—Preparing the methodology of non-university college education.

—The change of education on the university level will be completely different from that of today.

Saskatchewan

—Difficulty in obtaining forecasts in changes in occupational demands far enough in advance to provide adequate training for new occupations and phase out ones with diminishing demands.

—Financial support to up-date plant and staff to meet demands indicated above. While it has been acknowledged that the work force will need to be retrained several times in our life time, no provision is being made for retraining and up-dating instructional staff. The people who control the public purse strings continue to ignore this need.

—University education should be concerned with 20 to 25 per cent of the youth whereas the community college must increasingly face the challenge of training and retraining 60 to 70 per cent of the work force.

—The priorities assigned to university education and other levels of education by public authorities bearing in mind the probability of financial constraints likely to appear in meeting the growing demands of educational services at all levels.

—The likelihood of shifts in emphasis from general education at the post-secondary level to professional education and training in technologies.

—The probability that society as a whole and the requirements of the economy will demand that all people, young and old, respective of conditions and circumstances have an access to education to fit themselves for a rapidly changing environment, economic and social.

—Constantly shortened work weeks for most people; that's more leisure time.

—Constantly shortening "life span in years work" by increasing longevity, thus more free years.

—Rapid change in technology.

—Increased urbanization.

—Unsettled political conditions (both in terms of party and non-party politics).

—more polarization of attitudes, for example young, old; right, left; spiritual, materialistic.

—Increasing need to turn away from the protestant work ethic and the increasing effective use of leisure for personal development.

—A requirement related to the above to find time and education for increasing facilities in arts and recreation.

—Dissatisfaction of the public with the failure of the public secondary schools and universities to provide education accepted as relevant to survival and progress.

—Problem when the present generation of high school from 1960 to 1975 grow up they will or might be "tough" to the new generation and might insist on "rigidity." Even today's youth who lead have become aware that the best unstructured program was highly structured in the back room. *Issue.* The so-called socialism or so-called capitalism. There could be a newism. *Conditions.* Depending on recession or progress if present monetary policy is retained.

—Major issue is financing. Federal versus provincial and others. Without a national office of education, with a strong emphasis on provincial autonomy and with a tendency to by-pass basic educational issues through a "manpower and human resource" fixation by federal agencies, we have an increasingly more complex problem with identifying new developments. Are the financial factors going to distort objectives of non-university post-secondary institutions to the point where they may lose their community identity completely.

—Tighter government controls.

Manitoba

—Always one major proviso: if the world is still here thirty years from now!

—Such mobility of population that parochial and regional programs will be unrealistic that i.e., programs will deal with universals rather than trying to meet specific community needs (e.g., more engineers one year, more technicians another, more dental assistants the third).

—A retreat from the work ethic.

—Changing patterns of family life necessitating the cultivation of new and different skills.

—Failure at provincial levels to develop rational logical plans for the total development of post-secondary education.

—Finance. Undoubtedly, financing post-secondary education will be the most pressing problem. It certainly is becoming a political issue of the first magnitude.

—The development of retraining programs which are meaningful both in terms of input and output. Programs should be developed which are cognizant of the skills and training people have and which lead them directly into psychologically and materially suitable jobs.

—The development of industrial training programs under the aegis of post-secondary institutions may become an issue if it is used as an alternate solution to complete off-the-job retraining.

—Leisure time.

—Development of labour.

—Mobility.

—Increasing support of non-university and retraining.

—Changing structure of labour.

—The need to establish a meaningful, articulated relationship between various levels of education and the type of educational institution.

—Chart the weird jurisdictional financial jungle that plagues all levels of post-secondary and vocational education in Canada.

—Establish effective and valid criteria and procedures for program development and evolution.

—Work week and work life shortened, resulting in training for leisure.

—Population shifts which increase manpower mobility. Here today, gone tomorrow, but where?

—Extension of education beyond formal schooling.

—More preparation for leisure.

—More self-direction education. Auto-educational.

—More direct educational programs by television.

In addition to these problems a number of changing social conditions were noted that would impinge on the post-secondary education in the next thirty years. These are listed below along with their frequency of occurrence. In general, they were evenly distributed among the six regions with no region appearing to be more concerned or aware than any other.

TABLE I

Distribution of Responses Listing Changing Social Conditions Affecting Post-Secondary Education in the Next Thirty Years

RESPONSES	NO. OF RESPONSES
1. Extended families assuming more of the functions of the educational institutions.	21
2. A growing disenchantment with laissez faire liberalism.	20
3. A disintegration of the family unit.	18
4. An increased dissatisfaction with the present education system in the public schools and universities.	15
5. The effect of addiction to drugs, alcohol, etc. on the community.	14
6. Federal government assuming a greater role in determining direction of education.	12
7. The increased threat of nuclear war.	2

Appendix C

What problems, issues and conditions are anticipated for the National Association? In this section, again the problems are listed by province with no change in the respondents' wording.

Newfoundland

—Working with Federal and Provincial Governments in an age in which Federal Government is paying more of costs and Provincial Governments are striving to retain autonomy.

—Proliferation of national education organizations—relationships must be clarified.

—With increasing federal participation and worker mobility, federal organizations will have to play a prominent role.

—Coordinator of services on a national level, compilation of information on a national level, research projects, advisory personnel, etc., will be important functions.

New Brunswick

—Apart from the fact that Institutes of Technology and Community Colleges may expect rapid growth on their own merit and need, the growth may be further accelerated because of de-emphasis on university education due to student unrest at universities. While there has not been this apparent overflow of unrest into our type of school, it should nevertheless be anticipated. In anticipation, advice on meaningful change and control would be most welcome from a national level.

—Perhaps my comments here may be for both sections (a) and (b). I see the major problem affecting non-university post-secondary education as being financial but, to this problem, the need to identify these institutions with the requirements of business and industry must be recognized.

—Because each province in Canada is attempting to develop its own programs it is anticipated that any national association will have to be so structured that it can encourage the participation of provinces, and that each province to benefit must be prepared to accept the recommended standards of an association.

Nova Scotia

—It will become increasingly difficult to delineate "non-university post-secondary programs" from the whole educational mosaic.

—Presuming that a category of "non-university post-secondary institutions" can be identified and the functions of a national association for this category can be defined, there will always be the dire need (not yet specified) of an umbrella under which all programs of education and training are integrated and coordinated.

—This umbrella is, perhaps, more important than the sub-associations, which would also be necessary.

Alberta

—Technologies of communication will make cooperation among institutions both feasible and essential.

—As each institution acquiries its own personality and tries to direct its immediate attention to its surrounding community, there will be a tendency for diversion of each institution from a national standard which may make it difficult to operate a cohesive national association.

—The expected growth in both numbers and diversity of interests of the various institutions.

—Provincial autonomy and special interests.

—The existence of, and development of, other agencies and organizations having special interests in this area; e.g., CEA, CVA and Council of Ministers.

—The absolute necessity for substantial Federal government grants annually to overcome the single guaranteed difficulty facing any national organization —Canadian geography.

—The difficulty of finding a common rationale which will benefit both the vocational and academic interests of college faculties.

—The importance—dire necessity—of involving students as full participatory members from the beginning.

—The necessity to involve French Canada and the language issues, etc.

—The further rapid development of the present growth areas of Canada and the false premise that the non-growth areas should be subsidized to keep them viable, as opposed to a policy of training people and moving them to where the jobs are. Also, development of new growth areas, probably more specialized, in other areas of Canada, e.g., the North especially the Yukon and the Northwest Territories.

—A demand that several post-secondary institutions become universities; due to the cost of university and post-secondary institutions there may be a shortage of the latter.

—Constitutional problems which exacerbate the difficulties in coordinating institutions which are funded on grossly different levels of support.

—The regional differences in terms of post-secondary needs will tend to be minimized and industrialized. Accordingly, a larger degree of communality in problem-solving may emerge.

—Need for taking a national leadership position on the importance of these unique institutions in the educational enterprise and in the society.

—Provide forum for new ideas, underwrite experiments, solicit new sources of financing operations and research.

—Continuing education will take on an increasing number of forms. The effect will be greater support for the part-time programs. Any association of non-university, post-secondary institutions will need to recognize this fact.

—Coordinating the work of the many bodies now becoming interested in college development.

—Geographical distances and differences.

—The inability to influence decision-makers in the public sector will make a national association redundant.

—Conflict between desires for institutional autonomy, being responsive to the local community, and serving the provincial (national) international interest.

—Coordination and cooperation between all types of post-secondary institutions and other sectors of the educational system on the local, regional, and national levels.

—Portability or transfer of credit.

—View of post-secondary education as a "concept" not a "place."

—Need to make the process of post-secondary education less "labor-intensive."

—Pressure to identify with all "educators" whether at the post-secondary level or in the public schools or in lifelong education.

—Changes in jurisdictions at the local, regional, provincial, and national levels.

—Greater equalization of opportunity (socio-economic) across the nation.

—Greater need for institutional specialization (philosophy, programs, teaching methods).

—Eastern Canada: growing insistence on developing a Canadian identity and culture.

—Curriculum review to meet and anticipate society's demands.

—Anticipating and utilizing new communication techniques.

—Anticipating the demand for physical facilities.

—Obtain a reasonable perspective on cost per student in institutions requiring extensive and expensive equipment.

—To meet the social needs of students during their education.

—To anticipate industry requirements in numbers of students and areas of specialization.

—The problem of developing national unity, which is a necessary requisite for a national educational association. As long as education is the exclusive responsibility of the provinces, it will be difficult for a national association to gain recognition.

—The provincial jurisdiction over education.

—"Regionalism"—East vs. West.

British Columbia

—The emphasis on learning for recreation which is the obvious area for junior colleges.

—The burgeoning school population which will hit post-secondary institutions in the next 15-20 years.

—The need for retraining vast numbers of the work force.

—AAJC becoming international.

—Financing of the association on a long-term basis.

—An association could work in all of the areas mentioned in the section above (re-education) so that the best situations may be obtained.

—The association's structure and objectives would also have to be reviewed frequently so adjustments could be made as conditions change.

—Education costs, rising rapidly as they are, will be a problem in future years. The distribution of funds available will have to be carefully considered so that the best use will be made of them.

—With the rapid technological change the college curricula will have to be flexible and subject to continuing review.

—Greater acceptance by the community of courses given by institutions other than the university. A re-education of the community in its attitudes.

—Coordination and cooperation of all facets of the community, i.e., business, education, government, in determining education requirements.

—The assumption that change will be rapid and difficult to predict makes 30-year vision impossible. Five year planning with re-planning each year for the next five years would be more realistic.

—The necessity of becoming bilingual.

—The indifference of today's youth toward moral and ethical values.

—The declining attractiveness for college graduates to enter business.

—Variation in nationalism, provincialism and internationalism in the people of Canada and in their organizations, e.g., strong provincial associations.

—How effective national bodies are in influencing provinces to converge in a general pattern of education (not a rigidly standardized pattern).

—Extent to which education becomes less degree or diploma oriented.

—The growing insistence upon the part of certain provinces on greater provincial rights might hamper the development of a purely national association.

—Coordination between their institutions in various provinces.

—Technical, vocational, education and employment opportunities at the national level.

—Geographical problems—the effect of distance on the cost and quality of communications.

—Bilingual needs.

—The proliferation of education associations—competition for the "membership dollar."

—Lack of major financial resources—grants, etc.

—Rising dissatisfaction with authorities and bureaucratic arbitrariness will make the job of any national association *very* difficult.

Ontario

—The Association therefore, of non-university, post-secondary institutions must be prepared to give the members the support they require.

—As a former General Practitioner, I have little sympathy towards rigidity. I was continually faced with changing situations, changing personnel and changing disease patterns which had to be treated in different ways. On the basis of that experience, the recommendation I am prepared to make is that everyone be flexible.

—This with similar associations such as the Canadian Association for Adult Education.

—The developing awareness of the need for post-secondary education, the awareness of one another developed by travel will foster the work of a national association.

—Convincing provincial departments of education that their autonomy would be preserved.

—Provincial jurisdiction over education.

—A National Association could provide, through its leadership and coordination, research studies relative to above-mentioned areas of concern. Through sponsorship of workshops and other means, findings of such research could be communicated.

—Increase speed in communications. A national association equipped with the latest in telex, etc. could do for the colleges tasks which were impossible a few years ago. Instant reaction to a problem will be possible in the near future, thereby aiding in such difficult areas as job placement for graduates.

—The major problem would seem to be part of the socio-political processes within the nation, i.e., if the nation becomes "balkanized" there is little rationale for a *national* association.

—Provincial jealousy.

—Such an institution would rapidly develop its own bureaucracy and become inflexible.

—The colleges need not become more diversified.

—More attention will have to be focused on basic skills needed in life.

Quebec

—Interference with the Commission for the Community College.

—Such association will help the institutions to develop and to anticipate the needs of the students and of society in general.

—Problems: The political evolution (internal) of Canada; search for relevance in education.

Issues: Curriculum development. Financing college systems. Relations of education with other social phenomena.

—Adapt the college graduate and the teaching staff to the rapid development of modern technology both from the social and economic point of view.

Saskatchewan

—A national association must be cognizant of change and flexible enough to meet all challenges concerning the level of education.

—This means that the national association should provide some leadership in developing organizations that can adjust to change and alter their structure.

—Increase or decrease in the degree of unity existent in what is now Canada.

—Changes in the role and/or effectiveness of the CAAF.

—An influx of people seeking escape from social and international problems of the USA.

—Problem—to learn to react.

—The association becomes redundant if national funding cannot be altered to relate more closely to people as humans rather than people as so many units in the productivity enterprise.

Manitoba

—Again less regional jealousy, more need for cooperation, bearing in mind always the need to accommodate to bilingual conditions.

—Failure, at the provincial level, to develop rational logical plans for the total development of post-secondary education.

—Finance. Undoubtedly, financing post-secondary education will be the most pressing problem. It certainly is becoming a political issue of the first magnitude.

—The development of retraining programs which are meaningful both in terms input and output. Programs should be developed which show awareness of the skills and training people have and which will lead them directly into jobs which are psychologically and materially suitable.

—The development of industrial training programs under the aegis of a post-secondary institution may become an issue if it is used as an alternative solution to complete off-the-job retraining.

—Rapid changes.

—Keeping informed.

—The need to establish a meaningful, articulated relationship between the various levels of education and types of educational institutions.

—Chart the weird jurisdictional-financial jungle that plagues all levels of post-secondary vocational education in Canada.

—Establish effective and valid criteria and procedures for program development and evolution.

—Unrealistic goals and objectives, i.e., going in wrong direction after goals which can't be achieved (too long range?), (left field approach?).

—Original reasons (objectives) for forming the organization disappear, consequently, continuous evaluation of purpose important.

Appendix D

Summary Analysis of Five Models for a Canadian Association of Colleges

By Claude Beauregard

I—The College Movement Model

Basic Purpose

To enlist the widest possible support for the development of community colleges and to provide services deemed useful by and for colleges.

Membership

Mixed and wide ranging: individuals
professional associations
trade unions
regional associations of colleges
industry
governments

An "omnibus type" association.

Finances

Membership fees, according to categories.
Special grants from Governments, Foundations and industry.
This model offers good financial possibilities.

Influence

The heterogeneity inherent in this model will not facilitate consensus and will not confer much "political power"; it will foster ideological support, raise enthusiasm and help focus on issues.

Organizational Core

Possibly CVA, with some CAAE involvement.

Operations

A permanent but not necessarily large staff in a Canadian secretariat acting as a "plaque tournante," a "shunting yard," a "common market" of services. Includes a clearing house function and an "optimum marketing" function for expensive projects. Could take over many of the most successful (i.e., useful) CCCC's enterprises.

"Lignes de force"

The recognition of college level as distinct from both university and secondary levels. A likely emphasis on the *Community* College, possibly to the exclusion of Senior Colleges (AUCC membership?) and private colleges.

II—The Institutional Model

Basic Purpose

To provide the colleges as institutions with a Canadian agency to serve their common interests.

Membership

Colleges as institutional entities. (Similar to AUCC and AAJC.) Could accept, if desired, a wide variety of colleges: senior and junior, private and public, liberal and/or vocational.

Finances

Membership fees (possibility of categories according to size). Government and Foundation support likely but perhaps restricted to specific projects and on a smaller scale than Model I.

Influence

Such an association would have considerable "political power," at least "potentially"; the emphasis on "power" and/or "services" would result from the development strategy of the membership.

Organizational Core

CCCC acting as a catalyst to secure inital membership of "key colleges" from all parts of Canada; a disproportionately heavy Ontario and/or Quebec membership would be "unhealthy." Active support from regional associations such as La Fédération des CEGEP would be most useful.

Operations

Similar to AUCC and AAJC. A governing and policy-making body required. The permanent staff would likely wield less authority than would be the case under Model I.

The nature of the operations could vary somewhat with the type of institutional membership; if the colleges were represented by administrators alone, the configuration of policies and services might differ from a situation where the membership had built-in specifications concerning participation by staff and students.

"Lignes de force"

The authorized spokesman for Canadian colleges, on the Canadian scene. It need not and presumably should not become involved at the provincial level. Would probably be called upon to develop services beyond the scope and/or possibilities of provincial or regional associations.

III—The Federation of Professional Associations Model

Basic Purpose

To coordinate and mutually reinforce the activities (policies and services) of Canada-wide associations of professionals working in Canadian Colleges.

Membership

Existing and future associations of college administrators (Principals, Deans, Registrars, etc.), Professors (College level counterpart to CAUT) and, by analogy, students (CUS).

Finances

It is doubtful whether professional associations would be willing to devote a significant part of their revenues to support such a Federation. Government and Foundation support unlikely, except perhaps for specific projects; the image is too much that of a "special interest" group.

Influence

Slim. Too low a degree of cohesion. Consensus hard to come by. Some duplication of efforts could be avoided. Dialogue between categories of professionals would be enhanced.

Organizational Core

The existing *College level* professional associations, if any. The assumed absence of such *Canadian* associations, and the existence of strong provincial "College level teachers unions" as well as Canadian "multi level" federations (CTF) would make progress difficult.

Operations

Would likely involve liaison and collaboration between existing professional secretariats. One could imagine such secretariats electing to seek accommodation "under the same roof."

"Lignes de force"

The promotion of professional interests, including an intention of excellence and better service to the Colleges.

IV—Federation of Regional Institutional Organizations Model

Basic Purpose

To promote exchanges and occasionally pool the resources of regional organizations such as La Fédération des CEGEP and eventual counterparts.

Membership

Regional institutional organizations. Members would therefore be limited. The model might be unworkable if the regional organizations were based on *radically* different models.

Finances

Very limited, since the regional organizations are likely to give priority to their specific requirements. On the other hand, systematic collaboration between well organized regional secretariats could be achieved with minimal investment in a "Canadian agency."

Influence

Negligible, as far as the general public or governments are concerned. This is not to say that considerable advantages would not accrue to the regional organizations and their member Colleges through such a systematic collaboration. Research and development, in particular, would be greatly enhanced; duplication of efforts could be avoided, and easy access to data would be invaluable.

Organizational Core

At this point, it would seem: La Fédération des CEGEP. This model does not make sense unless other regional organizations come forward.

Operations

Basically, a network of exchanges and communications, including appropriate "national events" such as currently sponsored by CCCC. A small Canadian secretariat would be required, if only to prevent one particular regional organization "stealing the show."

Some common endeavors, however, would have to take shape if we were to have a Federation (policies and/or services). If limited to some form of liaison between regional associations and secretariats, we have something more akin to Model V.

"Lignes de force"

Coordination of research and development. Promotion of college level education, with possible emphasis on the Community College idea.

V—The Clearing House Model

Basic Purpose

To promote exchanges between Canadian colleges. General information; possible emphasis on dissemination of research and development material.

Membership

Individual colleges, preferably of all types. (Thus, more inputs into the clearing house and presumbly, more "customers").

Finances

"Subscribers," which need not be limited to colleges. Some services could be directed at individuals, government agencies, foreign organizations, etc. Some likelihood of government and foundation money.

Influence

Negligible, if any, in terms of "power." Could significantly contribute to the development of college level education through dissemination of information and research and development data.

Organizational cores

A modest secretariat. Possibly a continuation of the CCCC, probably severed from the CAAE. An autonomous Canadian agency, equipped with an advisory board.

Operations

In the light of the above, similar to current CCCC modes of operation. Emphasis on publications and other media of exchanges. No longer any commitment to "deliver" a Canadian association of any sort.

"Lignes de force"

Leadership on the part of a small body of permanent staff. Responsiveness to formulated and non-formulated Colleges needs. Liaison with research and development centers in and out of Universities, Departments of Education, private agencies, associations, etc.

Closing Considerations

The "Vancouver Committee" favoured Model I. It felt it was more "natural," more "permissive." It allows for re-grouping within the organization: president's committee, faculty associations groups, "customers' interest groups" (industry, trade unions) etc.

This model (No. I) does not make specific assumptions concerning future developments; it might make it difficult, however, to revert to the more cohesive and restrictive Model II.

Model II is perhaps the most "business-like" model. It lends itself to considerable development.

Model III is severely limited and hard to get off the ground.

Model IV is inexpensive to operate and could be most useful if strong regional organization were to come into existence across Canada.

Model V could be embodied in any of the four preceding models. It can hardly be considered, by itself, as a significant force working for the public recognition and support of college education and the Community College.